

Cost Effectiveness of Controlled ReEntry: Inmates Returning to Allen County, Indiana 4 Year Study 2001-2005

RESEARCH REPORT November 30, 2006



**Center For Applied
Behavioral Studies**

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With

**Assistance from ACCC
Administrative and Support
Staff**

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Report Format

This research report format was designed as a working document for the reader. The reader will find significant white space on the right side of most pages as well as several pages left mostly blank. These areas were specifically left blank to allow the reader to take notes, write questions, and explore conceptual, programmatic, and research ideas.

The authors' purpose in using this format was to encourage replication of the current project by other communities. Extensive portions of this report were dedicated to the review of the methodology, programs used, and the overall process of starting and implementing the two ReEntry projects. The authors all hope that those that read this report will feel free to contact them with questions after reviewing the report. Dissemination and replication are essential to furthering efforts such as the current four year ReEntry project detailed in this report.

This research report was developed to disseminate the primary findings from the four year effort. However, given the very large number of data variables collected, all results are not reported in this research report. A technical report with complete data analyses on all variables of interest may be published in the future.

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Executive Summary

The goal of the two 2-year Reentry Court projects was to demonstrate a cost effective approach to significantly lowering the rates of recidivism among returning offenders through gradually decreasing their levels of supervision and enhancing the delivery of services while maintaining public safety. Bureau of Justice Statistics indicated that the average three year re-offense rate exceeded 67% and 52% of returning offenders were back in prison. The National Crime Victimization survey found that the United States lost more than \$17 billion in direct costs because of crimes committed in 1982. In 1999 David Anderson published data indicating that the total cost of crime in the United States exceeded more than \$1 trillion per year. Therefore, aggressive programs to reduce recidivism and reduce victimization costs are a significant priority for policymakers within the United States.

Comments

This report reviews two consecutive 2-year Allen County Reentry Court projects. The Phase I Reentry court project was conducted from July 1, 2001 through June 30, 2003 and focused on inmates released to the southeast quadrant of the city of Fort Wayne and who had parole or probation supervision after serving their prison sentence. The Phase II Reentry court project was conducted from July 1, 2003 through June 30, 2005. The Phase II project focused on all inmates released to the entire county who had either parole or probation supervision after serving their prison sentence.

Both of the 2-year projects supervised returning offenders for twelve months, with the first four to six months of their release under electronic monitoring while also providing direct access to assistance with issues facing returning offenders such as housing and job training. Returning offenders were also assigned to treatment programs based on needs assessment conducted during their first two weeks on the richer program. During the Phase I project, the offender's reintegration plan was developed by the mental-health team with input from other staff. During the Phase II project, after a forensic assessment was completed (with recommendations) by a mental health professional, the offender's reintegration plan was jointly developed by the case manager and the offender to increase offender participation in planning and implementation of their return to the community.

The current report reviews data from two Reentry experimental conditions (Phase I and Phase II). The comparison conditions were Community Transition (a short term early release program followed by probation) and Community Transition with parole. A detailed explanation of the differences between the two experimental groups and the two comparison groups is contained in Table 1 in a later section of this report.

The twelve month arrest rate for those subjects in the Phase II Reentry group was significantly lower than the arrest rate for those in the Phase I Reentry group

($p < .01$), the Community Transition with parole group ($p < .001$), and the Community Transition with probation group ($p < .001$). The arrest rate for those subjects in the Phase I Reentry group was significantly lower than the arrest rate for those in the Community Transition with parole group ($p < .02$). However, there was not a significant difference between the Phase I Reentry group and the Community Transition with probation group ($p < .4$).

Comments

A primary goal of the multiyear project was to examine the cost effectiveness or cost benefit for any observed reductions in re-offense rate. The Phase I Reentry group resulted in a total cost savings for crimes prevented of \$2,505,794. The Phase I Reentry group had 209 offenders. Therefore, the savings per offender was \$11,989. The Phase II Reentry group resulted in the total cost savings for crimes prevented of \$3,086,511. The Phase II Reentry group had 221 offenders with complete data. Therefore, the savings per offender was \$13,966 per offender in the Phase II Reentry group.

The results from both of the 2-year Reentry Court projects are very encouraging due to the significant impact on recidivism and subsequent increase in cost savings. The results from the Phase II project demonstrated a significant improvement over the Phase I projects results. The Phase II project had a more theoretically driven comprehensive intervention strategy. Furthermore, the Phase II Reentry project implemented a comprehensive case management approach including motivational interviewing and cognitive behavioral theory driven intervention skills training. Based on these results, the Phase II Reentry group project strongly supported further research on motivational case management and utilization of the cognitive behavioral theoretical model for comprehensive interventions to reduce recidivism rates of returning offenders.

The four year effort identified several shortfalls within the area of services for returning offenders. Across all four years, lack of suitable housing was a frequent concern for the returning offenders. Although significant efforts were applied to develop more housing options, housing continued to remain a significant issue at the end of the most recent project. Initially, integration with local community mental health services was lacking. However, by the end of the Phase I project and throughout the Phase II project, a mental health liaison member was integrated with the Reentry team to address the mental health needs of the returning offenders.

Overall both of the 2-year Reentry projects were very successful multi-agency collaborative efforts. The Phase I project was seen as a pilot project of sorts: not theoretically driven and resulting in many lessons learned. The Phase II project included a refinement of methodology, a comprehensive theoretical approach, and more inclusion of the returning offender in their reintegration plan. The Phase II project demonstrated significant improvements in recidivism rates and cost benefit per offender.

Background and Purpose

Recidivism

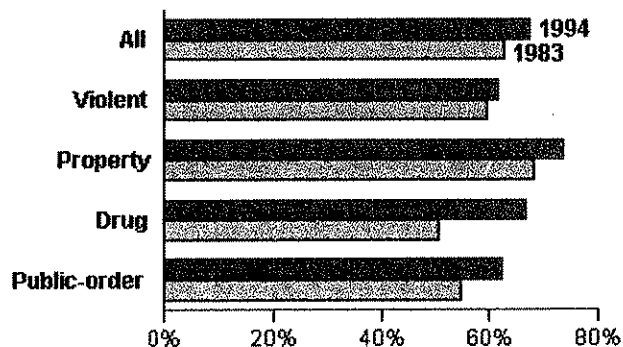
The Bureau of Justice Statistics reported that three year recidivism rates for released criminal offenders within the United States had increased slightly from 1983 through 1994. The Bureau of Justice Statistics report tracked over 270,000 prisoners released from prison in fifteen states in 1994 and over 100,000 prisoners released from prison in eleven states in 1983. Overall, 67.5% of prisoners released in 1994 were rearrested within three years. That was an increase from the 62.5% found in those released in 1983.

The highest re-arrest rates were motor vehicle thieves (78.8%), possession of stolen property (77.4%), larcenists (74.6%), burglars (74%), and robbers (70.2%). The three year re-arrest rate for rapists who were arrested for another rape was 2.5%. The re-arrest rate for those convicted of homicide who were rearrested for another homicide charge was 1.2%.

Examining by crime category type, the Bureau of Justice Statistics study found that 73.8% of those released in 1984 for property offenses were rearrested within three years. The study found that 67.7% of those previously convicted of drug offenses were rearrested within three years. The study found that 62.2% of those originally arrested for public order offenses were rearrested within three years. The three year re-arrest rate for violent offenders was 61.7%.

Percent of released prisoners rearrested within 3 years, by offense, 1983 and 1994

Offense of prisoners released



The Bureau of Justice Statistics reported that the three year reconviction rates were 39.9% for violent offenders, 53.4% for property offenders, and 42% for public-order offenders in the 1994 sample. Among drug offenders, the rate of reconviction was 47% in 1994.

The Bureau of Justice Statistics study also found that for the 1994 released prisoners, within three years 51.8% were back in prison either because of

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conviction for a new crime or because of a technical violation of their parole.

In summary, the data indicated that 67% of released prisoners were re-arrested within three years with approximately 51.8% of the released prisoners returning to prison within three years. These numbers represent a very large impact on the community due to victimization, costs of crime, and costs to re-house and rehabilitate the offenders when they are returned to prison. Based on these statistics it is not difficult for one to find that the current parole system has been unable to impact recidivism rates at a high enough level to meet the current US needs. A recent Urban Institute study found similar conclusions after examining the impacts of the parole system on recidivism. Their findings indicated that the current parole system needed more aggressive measures to address the high risk of continued criminal activity among the parolee population.

Costs of Crime

Knowing the crime rates within a community or within a given year is not enough for policymakers and the public to determine allocation of funds and policy changes. Knowing the actual cost to the victims and cost to the community for new crimes committed is vital information for determining current needs and how to appropriately leverage money and efforts. The cost for crime include: losses from property or damage, medical expenses, cash losses, lost pay because of injury or activities related to crimes, cost for investigation, prosecution, and housing offenders, and increases in policing programs. The cost of crime includes the impact of attempted crimes as well as completed crimes. To the victim, the attempted crime may have just as much impact as a completed crime.

The National Crime Victimization survey completed in 1992 found that the United States lost \$17.6 billion in direct costs because of crimes committed that year. The study found that 71% of crimes resulted in some type of economic loss. The study found that in 1992 a total of 33,649,340 victimizations occurred. That number represents 23% of all U.S. households in 1992. The study was able to determine that in 1992 the mean loss per crime was \$524. Although the individual losses may not be such a high number, multiply that times the number of individuals victimized that year resulted in a total loss of over \$17 billion in 1992 for crimes committed that year alone.

Frequently, crime victims require medical care as result of the victimization. The 1992 National Crime Victimization survey found that 1,419,940 victims of violent crime required medical attention directly related to their crime. Although the 1992 study did not specifically report mental health treatment as a result of victimization, other studies have found that approximately 50 to 75% of those victimized by violent crime requires some type of mental health treatment.

Comments

[illegible]

The National Crime Victimization survey found that for the 1992 sample 1.8 million victims lost 6.1 million days from work. The study found an average of 3.4 lost days from work per crime committed. The impact on the work force, the economy, and the individuals was immense.

Comments

The National Crime Victimization survey focused primarily on individual reported losses. That study did not include other losses such as increases in police costs due to investigating the new crime, judicial costs for prosecution and trial, housing costs for those convicted of crimes, costs to insurance companies for physical and mental health treatment, and payroll losses.

In 1999 David Anderson published the article *The Aggregate Burden of Crime*. His research found that the total costs of crime (crime prevention, investigation, prosecution, housing, and victimization) in the United States exceeded more than \$1.0 trillion dollars per year. The study found that \$400 billion was spent annually by the United States on resources to prevent the drug trade and to operate correction facilities. \$130 billion was lost annually based on active criminal events and the costs of those crimes. The study found that the risks to health and life because of violent crimes represented \$574 billion annually. The Anderson study found that the per capita cost of crime was \$4,118 for each U.S. citizen.

In 2003 the Center for Disease Control and Prevention (CDC) reported that the annual health-related costs for rape, physical abuse, stalking, and homicide exceeded \$5.8 billion per year. The CDC reported that \$4.1 billion per year was spent on direct medical and mental health care services as a result of intimate partner violence alone.

The consistent finding across research groups has been that the costs of crime are a very large burden to the US citizens. Based on the rates of re-offending and the costs to the individual and community, programming to reduce recidivism is essential to improve public safety, reduce victimization costs, and to improve the economy at the federal, state, and local levels.

Cost-effectiveness of Reentry programs

Based on the observed high recidivism rates for released offenders and the high costs of crime, there is a significant need for effective Reentry programs. In the past, the parole system has primarily focused on supervision and encouragement of return to work and reduction in alcohol and drug abuse. However, the parole system has not had the resources or the mandate to conduct comprehensive aggressive programming to assist offenders in leading a crime free lifestyle.

The Department of Justice began funding the Reentry Initiative in an effort to provide a more science based, empirically proven method for guiding the

Comments

Reentry of felons into the general population with a goal of reducing recidivism. However, the current project and the two studies that will be reported in this paper go beyond the original goal of reducing recidivism. The goal of the current projects was to examining the cost effectiveness of the Reentry Court program, not just the recidivism rate.

Understanding the cost effectiveness of an intervention is essential in determining future policy. If a Reentry Court program reported a reduction of 20% in the recidivism rate, policy makers would have very little information in order to determine how to allocate funds or even determine if the 20% reduction was a good use of program money. Did the 20% reduction in crime relate to a significant decrease in victimization and criminal costs related to those crimes? Did the savings for that 20% reduction equal or go beyond the actual cost for the programs that were put in place in order to create that 20% reduction? Did the 20% reduction result in a reduced impact or an increased impact on the community? For example, there may have been a 20% reduction because of a 25% decrease in public-order offenses such as public intoxication. But there could have been a 5% increase in violent offenses such as murder or rape which would have the net effect of increasing the total financial burden to the community although the study would have displayed a 20% reduction in re-arrest rate. Therefore, the most accurate way to determine whether a Reentry Court or crime prevention program is effective is to conduct a cost effectiveness study of the findings.

The Intervention Community: Allen County

According to a 2000 census, the geographic size of the City of Fort Wayne was 83.3 miles with an estimated 210,818 residents. Allen County, the geographic area that includes the City of Fort Wayne, Indiana was 657 square miles with an estimated 312,094 residents. The county had an estimated 1,692 welfare clients, 1,735 subsidized childcare clients, and had 2,611 children receiving free/reduced lunches.

The initial Allen County Reentry program (Phase I: 2001-2003) focused intervention services on those offenders returning to the southeast quadrant (population 50,000) of Fort Wayne. That quadrant was selected because that sector of the city had a disproportionate number of arrests, crimes committed, low poverty level, educational disadvantages, and housing stock decline.

The demographic characteristics of the southeast sector of Fort Wayne (2000 Census data) were:

Geographic Size:	19.2% of total (15.93 sq. mi of 83.3 sq. mi)
Population Density	23.6% of total (49,850 of 210,818)
Welfare Clients	64% of total (1,077 of 1,692)

The average income earned by a person living in the southeast sector was \$20,000 (1990 data). The southeast region of Fort Wayne had vacant lots, boarded up houses and buildings, high unemployment, little manufacturing or other local businesses, and high prostitution and drug activity. During the project however there was a resurgence of resident interest through the efforts of strong neighborhood associations.

Part I Crimes (2000)	41% of total (1,632 of 3,943)
Returning Inmates from Prison	64% of total (376 of 589)
Community Corrections	45% of total (205 of 452)
Part II Crimes (1999)	39% of total (4,924 of 12,746)

State Initiatives/Efforts

There were several legislative changes that were in effect during the Phase II project (2003-2005) that were not in effect during Phase I. Murder and attempted murder charges did not preclude an individual from being accepted to the

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Reentry program as of July, 2003. The Department of Correction also changed their interpretation of the criteria requiring "at least a 2-year sentence". Initially this was interpreted as there was to be least 2-years plus one day or more. This was changed to simply 2-years or more. This change was made shortly after July, 2003. Both of these changes increased the number of individuals that were eligible to participate in the Reentry program.

The Indiana State Legislature began allowing drug offenders attending supervised programming to receive food stamps and TANF benefits beginning July, 2003. Prior to that, drug offenders who participated in the Reentry Court program were not able to utilize those services. Although the state legislature had initially set this up as a temporary measure in 2003, it became permanent on July 1, 2005.

The Indiana Department of Correction initiated and began implementation of the National Institute of Corrections transition from prison to community initiative in March, 2004. This program began a more aggressive and empirically driven approach to preparing offenders for release while they are still housed within the Department of Corrections.

Local Efforts

In 2000, Judge John Surbeck of the Allen Superior Court, Criminal Division, Sheila Hudson, Executive Director of Allen County Community Corrections, Terry Donahue, a Fort Wayne native working for the United States Department of Justice and Graham Richard, Mayor of the City of Fort Wayne began to examine the recidivism rates of individuals serving sentences at the Department of Correction and being released to parole supervision. They found that the statistics for Allen County mirrored the national statistics that approximately 45% of offenders were returned to prison for technical violations or new charges within the first year after their release from the Department of Correction. This percentage increased to nearly 67% after the third year. After examining those statistics, they developed the idea of a voluntary, 12-month "Reentry Court" project. This project was funded by reallocating existing resources at the state and county levels. The project supervised offenders for 12 months with the first four to six months of their release under electronic monitoring while also providing direct access to assistance with issues facing the returning offenders (housing, job training, etc.). The mission of the project was to significantly lower the rate of recidivism of returning offenders through gradually decreasing levels of supervision and enhanced delivery of services while, at the same time, maintaining public safety.

Statistics indicated that 63% of the offenders returning to Allen County, Indiana were returning to the southeast quadrant of the City of Fort Wayne. Due to limited resources, it was decided to focus the first two-year project (Phase 1) on inmates with parole supervision returning to the southeast quadrant of the City

of Fort Wayne. Other inmates eligible for the early release would be supervised under a separate program entitled the Community Transition Program.

After completion of Phase I, outcome analyses indicated that the Reentry Court Project was successful. Based on that early success, lessons learned, and input from international experts on changing criminal behavior, Phase II was implemented and expanded the program to include probationers and parolees returning to any part of Allen County

Comments

The Experimental and Comparison Groups

Phase I versus Phase II

The Phase I Reentry Court project was conducted from July 1, 2001 through June 30, 2003. The Phase II Reentry court project was conducted from July 1, 2003 through June 30, 2005. The goal of both projects was to use a cost-effective intervention to significantly lower the rates of recidivism of returning offenders through gradually decreasing levels of supervision and by enhancing delivery of services.

The Phase I project focused on inmates released (July 1, 2001 through June 30, 2003) to the southeast quadrant of the city of Fort Wayne who also had parole supervision after serving their prison sentence. Other inmates who resided in the southeast quadrant that had probation supervision after their prison time and any inmate released to the other three quadrants of the city were supervised through the Community Transition Program only. A detailed explanation of the differences between the Phase I and Phase II experimental groups (Reentry1 and Reentry2) and the other comparison groups is contained in Table 1.

The Phase II project included all inmates released (July 1, 2003 through June 30, 2005) to all quadrants of the city of Fort Wayne and Allen County who also had either parole or probation supervision after serving their prison sentence. The Phase II project also included individuals that were previously excluded due to being severe violent offenders (murder or attempted murder convictions). Because of the changes implemented for Phase II, the second project included a larger number of reentering offenders (Phase I = 209 subjects in Reentry and Phase II = 293 subjects in Reentry).

Project Methodology

Assignment to Groups

For both Phases of this project, assignment to groups was not done randomly. Therefore, the current study was not a randomized control trial. However, as the current study was a test of a new approach to release supervision, the use of convenience samples was acceptable methodologically. All subjects eligible for early release on Community Transition program were considered for the study.

	Experimental Group Phase I ReEntry1 Court	Experimental Group Phase II ReEntry2 Court	Comparison Group #1 Community Transition w/ Parole Supervision following	Comparison Group #2 Community Transition w/ Probation Supervision following
Definition of Group:	Individuals serving a sentence in the state Department of Correction who: 1) Had parole supervision upon completion of their prison time, and who resided within quadrant 4 (southeast) at the time of sentencing. 2) Murder/Attempted murder charges excluded .	Individuals serving a sentence in the state Department of Correction who: 1) Had parole or probation supervision upon completion of their prison time, and who resided within any quadrant at the time of sentencing. 2) Murder/Attempted murder charges included .	Individuals serving a sentence in the state Department of Correction who: 1) Had parole supervision upon completion of their prison time, and who resided within quadrants 1, 2 or 3 (southwest, northwest or northeast) at the time of sentencing)	Individuals serving a sentence in the state Department of Correction who: 1) Had probation supervision upon completion of their prison time and resided within any quadrant.
Program Duration:	Total duration of program to last 12 months or until participant reaches maximum release date, whichever comes first, with a possible extension past that time for non-compliance.	Total duration of program to last 12 months or until participant reaches maximum release date, whichever comes first, with a possible extension past that time for non-compliance.	Total duration of program to last the number of days released early from prison, generally 60-180 days, (refer to program incentives below) with possible extension past that time for non-compliance.	Total duration of program to last the number of days released early from prison, generally 60-180 days, (refer to program incentives below) with possible extension past that time for non-compliance.

	Experimental Group Phase I ReEntry1 Court	Experimental Group Phase II ReEntry2 Court	Comparison Group #1 Community Transition w/ Parole Supervision following	Comparison Group #2 Community Transition w/ Probation Supervision following
Program Incentives	<p>Early release from prison for agreeing to participate in the program based on the following statutory guidelines:</p> <p>Class A Felonies -- 120 Days*</p> <p>Class B Felonies -- 120 Days*</p> <p>Class C Felonies -- 90 Days</p> <p>Class D Felonies -- 60 Days</p> <p>*Non-Violent, Class A or B Drug Offenders are eligible for a 180 Day early release.</p> <p>Possible reduction in remaining parole time upon successful completion of the program if recommended by the ReEntry Court Judge and approved by the Parole Board.</p>	<p>Early release from prison for agreeing to participate in the program based on the following statutory guidelines:</p> <p>Class A Felonies -- 120 Days*</p> <p>Class B Felonies -- 120 Days*</p> <p>Class C Felonies -- 90 Days</p> <p>Class D Felonies -- 60 Days</p> <p>*Non-Violent, Class A or B Drug Offenders are eligible for a 180 Day early release.</p> <p>Possible reduction in remaining parole time upon successful completion of the program if recommended by the ReEntry Court Judge and approved by the Parole Board.</p>	<p>Early release from prison for agreeing to participate in the program based on the following statutory guidelines:</p> <p>Class A Felonies -- 120 Days*</p> <p>Class B Felonies -- 120 Days*</p> <p>Class C Felonies -- 90 Days</p> <p>Class D Felonies -- 60 Days</p> <p>*Non-Violent, Class A or B Drug Offenders are eligible for a 180 Day early release.</p>	<p>Early release from prison for agreeing to participate in the program based on the following statutory guidelines:</p> <p>Class A Felonies -- 120 Days*</p> <p>Class B Felonies -- 120 Days*</p> <p>Class C Felonies -- 90 Days</p> <p>Class D Felonies -- 60 Days</p> <p>*Non-Violent, Class A or B Drug Offenders are eligible for a 180 Day early release.</p>
Term of Program	Presumptive one-year program that may be extended based on violations.	Presumptive one-year program that may be extended based on violations.	Participation for the amount of time released early from prison (0-180 days).	Participation for the amount of time released early from prison (0-180 days).
Amount of justice supervision and how it occurred	Presumptive term of six months of electronic monitoring which may be reduced to four months based on behavior, and 24-hour supervision by sworn law enforcement officers.	Electronic monitoring equal to the amount of time the participant was released from prison early and could be extended for non-compliance, and 24 hour supervision by sworn law enforcement officers.	Electronic monitoring for the amount of time released early from prison (0-180 days) and 24-hour supervision by sworn law enforcement officers during that period.	Electronic monitoring for the amount of time released early from prison (0-180 days) and 24-hour supervision by sworn law enforcement officers during that period.

	Experimental Group Phase I	Experimental Group Phase II	Comparison Group #1	Comparison Group #2
	ReEntry1 Court	ReEntry2 Court	Community Transition w/ Parole Supervision following	Community Transition w/ Probation Supervision following
Amount of attention by licensed clinicians and what it entails	Full forensic assessment administered by mental health professionals possessing required state and federal certifications who also conduct a clinical interview. After a clinical diagnosis, the participant will be referred to various programs and services.	Full forensic assessment administered by mental health professionals possessing required state and federal certifications who also conduct a clinical interview. After a clinical diagnosis, the participant will be referred to various programs and services.	Brief forensic assessment from a licensed clinician. Following this assessment, participants will be referred to various programs and services.	Brief forensic assessment from a licensed clinician. Following this assessment, participants will be referred to various programs and services.
Amount of case management	The returning offender's Reintegration Plan is developed by the "Transition Team" composed of Administrative staff, case managers, mental health professionals, a consulting psychologist and representative from the local community mental health center. This team monitors compliance, assessed participants on a regular basis and attends all ReEntry Court sessions. The Transition Team regularly staffs each participant's case and assist participants with personal issues and assign/schedule participants to appropriate programs identified by the forensic mental health evaluation and ordered by the ReEntry Court Judge, and refer participants to other agencies for possible assistance.	The returning offender's Reintegration Plan is developed by the offender's case manager and the offender. The case manager uses input from the mental health assessment team when developing the treatment plan. However, case manager and offender develop and implement the reintegration plan, increasing offender acceptance of the plan. The case manager regularly staffs each participant's case, assists participants with personal issues, and assigns and schedules participants to appropriate programs supported by order of the ReEntry Court Judge. Case managers also refer participants to other agencies for possible assistance.	Case managers regularly meet with each participant and assist participants with personal issues and assign/schedule participants to appropriate programs as identified by the forensic mental health evaluation, and refer participants to other agencies for possible assistance.	Case managers regularly meet with each participant and assist participants with personal issues and assign/schedule participants to appropriate programs as identified by the forensic mental health evaluation, and refer participants to other agencies for possible assistance.

	Experimental Group Phase I ReEntry1 Court	Experimental Group Phase II ReEntry2 Court	Comparison Group #1 Community Transition w/ Parole Supervision following	Comparison Group #2 Community Transition w/ Probation Supervision following
Programs and services available to participants	Case Specific Programming: Alcohol/ other drug treatment, phases I, II, III, and Relapse Prevention GED Classes and Testing Choices (Cognitive/Behavioral Intervention) Sex Offender Intervention Housing Assistance Employment Academy-Job Training and matching program Direct access to Mental Health Services, usually within 7-10 days Driver's License Reinstatement Assistance Access to TANF and Food Stamps	Case Specific Programming: Alcohol/ other drug treatment, phases I, II, III, and Relapse Prevention GED Classes and Testing Sex Offender Intervention Housing Assistance Employment Academy-Job Training and matching program (second generation program) Direct access to Mental Health Services, usually within 7-10 days Driver's License Reinstatement Assistance Access to TANF and Food Stamps for drug offenders previously denied by state law FOR a Change Program to increase motivation for change	Case Specific Programming: Alcohol and other drug treatment, phases I, II, III, and Relapse Prevention GED Classes and Testing Choices (Cognitive/Behavioral Intervention) Sex Offender Intervention Housing Assistance Employment Academy-Job Training and matching program Access to Mental Health Services through normal route, often 30-day delay or longer	Case Specific Programming: Alcohol and other drug treatment, phases I, II, III, and Relapse Prevention GED Classes and Testing Choices (Cognitive/Behavioral Intervention) Sex Offender Intervention Housing Assistance Employment Academy-Job Training and matching program Access to Mental Health Services through normal route, often 30-day delay or longer
Optional Programming	Family ReConnect Program Faith-based, community mentors	Family ReConnect Program Faith-based, community mentors	None Available	None Available
Sanctions for violations and Reward Program	-- Verbal warning -- 1-60 hours of community service work -- Weekends in jail -- 1-30 days intermittent jail sentence -- Reinstatement of electronic monitoring -- Termination from the program with or without deprivation of earned credit time as determined by the ReEntry Court Judge or referral by the ReEntry Court Judge to the Parole Board for action.	-- Verbal warning -- 1-60 hours of community service work -- Weekends in jail -- 1-30 days intermittent jail sentence -- Reinstatement of electronic monitoring without deprivation of earned credit time as determined by the ReEntry Court Judge or referral by the ReEntry Court Judge to the Parole Board for action. -- Reward Matrix implemented Feb 05 to reward positive behavior and program compliance	-- Verbal warning -- 1-60 hours of community service work -- Weekends in jail -- 1-30 days intermittent jail sentence -- Reinstatement of electronic monitoring -- Termination from the program with referral to the sentencing court for action.	-- Verbal warning -- 1-60 hours of community service work -- Weekends in jail -- 1-30 days intermittent jail sentence -- Reinstatement of electronic monitoring -- Termination from the program with referral to the sentencing court for action.

	Experimental Group Phase I ReEntry1 Court	Experimental Group Phase II ReEntry2 Court	Comparison Group #1 Community Transition w/ Parole Supervision following	Comparison Group #2 Community Transition w/ Probation Supervision following
Supervision upon completion of program	No supervision for graduates of the ReEntry Court program if the Parole Board agrees to waive the remaining parole time. Graduates may opt to participate in support groups run by former graduates. Sex Offenders are automatically required to serve the full term of their parole time after graduation from the program.	No supervision for graduates of the ReEntry Court program if the Parole Board agrees to waive the remaining parole time. Graduates may opt to participate in support groups run by former graduates. Sex Offenders are automatically required to serve the full term of their parole time after graduation from the program.	Upon completion of the program, standard conditions of parole will apply. Parole agents use office and home visits scheduled on a monthly basis to monitor criminal activity, employment and residence requirements.	Upon completion of the program, standard conditions of probation will apply. Serious offenders may be required to complete a minimum of six months of electronic monitoring as a condition of their probation. Probation officers use office visits, the frequency of which are determined by the probationer's risk level, to monitor criminal activity and compliance with a probation plan that may include treatment, counseling and other intervention programs.

If there was no statutory or offender background reason not to accept them, all offenders were accepted. In Phase I, those offenders with parole obligations and returning to the southeast quadrant of Fort Wayne were assigned to the Reentry1 experimental condition. If subjects had a probation obligation or were returning to one of the other three quadrants of Fort Wayne, they were put in either the Transition with Parole or Transition with Probation group based on their sentence (e.g., if their sentence had a probation obligation they were placed in the Transition with Probation group). In Phase II, those offenders with parole or probation obligations and returning to Allen County were assigned to the Reentry2 experimental condition.

Comments

Table 1 (previous section) reviews the differences in each group's process throughout the study. However, there were many similarities in how these three groups were processed and managed throughout the project. The following section of this report reviews the overall supervision process that the offenders in these three groups went through as part of this study. However, Reentry Court, the Reentry team process, and some services were only available to those in the Reentry groups.

Initial Contact

An inmate's contact with the Reentry Court Project began when Allen County Community Corrections (ACCC) received notice from the Indiana Department of Correction 60 days in advance of an offender's eligibility for early release under the Community Transition Statute. ACCC conducted records screenings of all inmates and contacted the eligible offenders via mail, supplying them with written information about the project. ACCC required the offender to either send a letter denying the program or complete Information Release and Residence Information Forms as notice that the offender was accepting the conditions of the program. As a matter of policy, ACCC determined that they would accept most individuals eligible for the Reentry Court Project. Individuals screened out at this phase were individuals with physical limitations that made it impossible for them to comply with the conditions of the program, individuals who did not voluntarily take prescribed medications for severe mental health conditions, and individuals who had been terminated from the program two times previously.

For all inmates accepted for the program, ACCC contacted the individuals with whom the offender wished to reside and explained the conditions of electronic monitoring, supervision, and the Reentry Court project. Those individuals then signed the appropriate paperwork accepting the conditions. A court order was then issued to have the offender transported by the Department of Correction to ACCC. The Department of Correction also provided some institutional records regarding each offender to the Reentry Court to create a complete history of the offender for assessment purposes. However, often those records were minimal

or did not arrive at all. However, in 2006 the current Indiana state administration began working aggressively on improving the flow of offender records.

Comments

Arrival

The Department of Correction transported the inmate from the correctional facility housing the inmate to ACCC. When the offender arrived at Allen County Community Corrections, he/she met with a case manager who completed the intake process including a detailed explanation of the project and obtaining the necessary signatures on forms. The electronic monitoring anklet was placed on the participant at that time and he/she returned to the place of residence that was investigated prior to their release.

Intake

At the intake, the participant was scheduled for a forensic assessment to determine the needs of the participant. The forensic assessment included: educational/intelligence testing, personality and general mental health testing, a clinical interview with a mental health provider, an assessment for psychopathy, and other risk assessments (e.g., spousal abuse, substance abuse, sex offender and violence risk assessments) when warranted based on the current or past charge(s) or past behavior. Based on the needs identified in this process an individual reintegration plan was created for each offender.

Court

The participants in the Reentry groups (Reentry1 and Reentry2) appeared before Judge John Surbeck for their first Reentry Court hearing on the first Friday after their release from prison. There they were introduced to the court process. Two weeks later after the assessment was completed, each participant was required to return to court for the Judge to impose the reintegration plan as a condition of the participant's continued presence in the community. Participants were then ordered to reappear before the court every two to five weeks for review of their progress on their reintegration plan. Only the participants in the Reentry groups (Reentry1 and Reentry2) appeared before the Judge as part of the Reentry Court projects.

The Reentry Case Management Team

Prior to the participant's second Court appearance the Reentry Team made recommendations to the Judge regarding the content of the reintegration plan based on the information gathered through the assessment process. The team also staffed cases for review in front of the Court and made recommendations on sanctions or rewards appropriate for the participant. The Reentry Team consisted of the following members who were employed by ACCC: Reentry Director, Transitions Coordinator, Case Managers, Forensic Specialist, Mental Health Therapist, Family/Victim Investigator, Victims Advocate, and a Clinical Psychologist. The local community mental health center (Park Center) also

provides a staff person to the team to facilitate access to mental health services when warranted. The district parole supervisor was also a member of the team and addressed parole issues as they arose.

Comments

Throughout the process, the Reentry Court used a pre-established set of graduated sanctions to address negative conduct. Chronic misconduct or noncompliance on the part of the offender resulted in the participant being returned to the Department of Correction. The case manager also conducted reviews of the participant's progress at 90 and 120 days on the electronic monitoring portion of the program. A positive review at either of those points resulted in a reduction of 30 days on the electronic monitoring portion of supervision. Positive reviews at both evaluations resulted in the initial period of six months on electronic monitoring being reduced to four months. The court was able to extend the term of electronic monitoring supervision past the six months for lack of compliance or reinstate it in lieu of returning the participant to the Department of Correction. When a participant successfully completed one year on the Reentry Court Project, they graduated from the program. Upon the participant's graduation, the district parole supervisor submitted a request to the state parole board that the individual be fully discharged from parole at that time. If the parole board granted the request, the participant was no longer under any type of supervision. The only exception to the year reduction in parole time was for individuals under supervision for sexual offenses. This exception was due solely to the conviction type.

Participants in the Community Transition groups also had case managers who met as a team and staffed cases. However, that team was limited to only the case management staff. These case managers also used the sanction grid for offenses to manage non-compliance. The subjects in this condition were on electronic monitoring based on the length prescribed by the Transitions statute. However, time on electronic monitoring was increased for issues of non-compliance in these two groups as well.

There were several key differences in case management between the Phase I and Phase II projects. During Phase I, limited information was available from the Department of Correction prior to offenders reaching the county level. During Phase II, program staff visited prisons in an effort to provide more complete information to the participants before they arrived as well as gathering complete information about the offenders before they arrived at the county level. That effort was begun in July of 2003.

Another key difference in case management was how the Reintegration Plan was developed for each offender. During Phase I, case management was driven by the recommendations of the mental-health team without discussion with the offenders. Also, during Phase I, case managers had limited authority to change the Reintegration Plan. During Phase II, case management was driven by the

recommendations of the case manager with input and agreement from the offender. During Phase II, motivational interviewing techniques were implemented to assist case managers in moving participants from the pre-contemplation stage of behavior change to the action stage of behavior change. The motivational case management approach aspect of the intervention was not completely implemented until January, 2005. As a complement to the motivational case management approach, a reward matrix was also implemented in February of 2005 as a tool to further motivate positive behaviors within the Reentry participant population.

Comments

Intervention Programs

The Reentry Court projects (Phase I and Phase II) utilized a number of programs that offered activities designed to facilitate the reintegration of offenders into the community. In addition to the supervision discussed previously, the Court utilized the following programs: GED classes and other educational programs through local post-secondary institutions, life skills training, cognitive skill development, sex offender treatment, crisis intervention, substance abuse treatment, mentoring, and victim/offender conferencing. Additionally, Allen County Community Corrections developed a 30-hour employment academy to better equip participants for reentering the workforce and to assess their motivation to obtain and maintain employment.

During Phase II, the FOR (Focus on Reentry) a Change program was initiated in December, 2004. This multi-week intervention program was designed to facilitate participant's movement along the path of behavior change. The program assisted participants in development of their own Reintegration Plan, their own goals to improve their life and reduce their chance of re-offending, and identify barriers that may get in the way of them implementing their goals. A detailed description of the FOR a Change program and the other intervention programs is presented in the components section of this report.

Faith-based organizations were actively involved in this Reentry project since its inception. The Unity Christ Church developed the "Unity of Love Family Reconnect Program" to assist returning offenders successfully reintegrate into their families. That program offered family dinner workshops that allowed the participant and his/her family members to share a meal with volunteers and staff members from the program. In addition to providing fellowship time with members of their own families, the program provided information on how to develop successful family relationships. The program also provided recreational time for the families that participated.

The Faith-based community had also been instrumental in assisting returning offenders with housing. The Fort Wayne Rescue Mission provided long-term housing for individuals accepted into their residential substance abuse treatment program as long as they were not on the electronic monitoring portion of the

Reentry program. Four halfway houses in the city that were faith-based also provided housing and programming for offenders returning on the Reentry Court program.

Comments

While no formal mentoring program was in place, several pastors from area churches regularly attended the Reentry Court sessions to counsel participants who were frustrated with their reintegration into the community. These pastors were also assigned participants who agreed to meet with them as a mentor as part of their reintegration plan.

Program Components

Supervision and Containment

The Reentry Court participants (Phase I and Phase II), as well as the subjects in the other groups under home detention, were supervised by a combination of electronic monitoring and random home and work visits conducted by home detention officers. The officers were either special deputies of the Sheriff of Allen County, sworn deputies of the Allen County Sheriff's Department, or sworn officers of the Fort Wayne City Police Department. Additionally, home detention officers made random visits to participant employment sites and to participants while on approved passes.

During Phase I, Reentry Court participants were supervised under electronic monitoring supervision, presumptively, for the first six months after release from prison. They were given the ability to earn a two month reduction off of electronic monitoring by receiving a satisfactory score on a behavioral review for the first two, thirty-day periods after release from prison. During Phase II, Reentry Court participants were supervised under electronic monitoring supervision for a time equal to the amount of prison time the offender had remaining when released from prison early. Participants in the other experimental groups with home detention as a component were required to complete the balance of their assigned home detention time without the chance for early release.

Electronic monitoring required all participants to wear an electronic transponder bracelet (Anklet) and to install a field-monitoring receiving device (FMD) at their home. As such, the participant needed to have a suitable residence with an active telephone line. Participants were required to pay \$7.00 per day to rent their equipment from Allen County Community Corrections. However, this payment obligation did not begin until the participant had completed the first 30 days of their Community Transition time in the community.

Case Management

The role of case managers was two-fold: monitor program compliance and help

with crisis situations. Case managers were assigned to monitor compliance, have scheduled assessments on a regular basis with their participants, and attend Reentry Court Friday mornings and one Thursday evening a month. Their duties also included administration of the LSI-R (Level of Services Inventory-Revised) every 90 days. However, for the first few months of the project, the LSI-R was administered only every 180 days. The frequency of LSI-R administration was increased during the project to improve case management.

Comments

Case managers also had the duty of assigning and scheduling offenders for the programs ordered by the Reentry Court Judge and referring offenders to area agencies for possible assistance. Case Managers also assisted with any trouble areas the participant might have had. Since participants were governed by release dates established by their sentence and had a parole obligation, their case managers also served as parole agents when a participant crossed into their parole time. The case manager's duty as parole officer was similar to their duty while participants were on home detention and included monitoring participant's compliance with parole obligations, including regular parole appointments and monitoring residence and employment status. Participants, while on parole time, were much less restricted than when they were serving home detention time. Case managers were also trained in operation of the local criminal and courts computer system to monitor participant's criminal conduct. Case managers were on call 24 hours a day to answer questions for other staff members regarding Reentry project participants.

Forensic Assessment

Each participant in the Reentry Court program was assessed using standard assessments and interviewed by a mental health provider to evaluate for mental health and substance abuse conditions. All assessments and interviews were either administered by or supervised by licensed professionals or their designee. These tests and interviews were administered during the first two weeks after a participant had been admitted to the Reentry Court project. Paper and pencil testing was administered first. Then the participant appeared for a clinical interview with a qualified mental health provider. The information from the testing, clinical interview, and other background information were compiled and evaluated by the Reentry team prior to the participant's second appearance in court. A comprehensive Reintegration Plan was then created and recommended to the Reentry Court Judge. The Judge made any necessary adjustments to the plan when it was presented in Court to the participant.

The following assessment tools were used as the standard assessment protocol for the subjects in the Reentry groups. Ancillary measures were utilized based on need as determined by the mental health staff.

Primary Measures:

Shipley Institute for Living Scale
Personality Assessment Inventory
Minnesota Multiphasic Personality Inventory-Version 2
Level of Service Inventory-Revised (LSI-R)
Hare Psychopathy Checklist-Revised

Comments

Ancillary Measures:

Kaufman Brief Intelligence Test
Spousal Abuse Risk Assessment Guide
Violence Risk Assessment Guide
Assessing Risk for Violence
Sex Offender Risk Appraisal Guide
Sexual Violence Risk
Miller Forensic Assessment of Symptoms Test
Structured Interview of Reported Symptoms
Test of Memory and Malingering

Subjects in the two Community Transitions conditions received a slightly different forensic assessment process.

Primary Measures

Shipley Institute for Living Scale
Personality Assessment Inventory

Ancillary Measures:

Minnesota Multiphasic Personality Inventory-Version 2
Hare Psychopathy Checklist-Revised
Kaufman Brief Intelligence Test
Spousal Abuse Risk Assessment Guide
Violence Risk Assessment Guide
Assessing Risk for Violence
Sex Offender Risk Appraisal Guide
Sexual Violence Risk
Miller Forensic Assessment of Symptoms Test
Structured Interview of Reported Symptoms
Test of Memory and Malingering

Substance Abuse Treatment

Substance abuse treatment was an Intensive Outpatient Treatment (IOP) program (certified by Indiana Division of Mental Health) assigned to offenders in a three phase format with an additional relapse prevention phase for those who returned to using. Phase I was assigned to those participants who met diagnostic criteria for substance abuse or who had been involved in a substance

abuse related offense. This program was either attended alone or in conjunction with Phase II for those participants meeting diagnostic criteria for substance dependence. Phase I consisted of ten classes (8-15 participants) aimed at instructing participants on topics such as the disease concept of addiction, defense mechanisms, distorted thinking, STD's, spirituality, family roles, communication, relapse prevention, cravings and withdrawal, and the effects of substances on the mind, body and spirit. Classes met twice weekly for two hours for a total of five weeks. In addition to attending the classes, participants were required to attend three outside 12-Step (AA/NA/CA) support group meetings during this phase of their treatment.

Comments

Participants may have attended Phase II in conjunction with Phase I. When Phase I and II were attended concurrently, the participant was considered to be in the intensive outpatient treatment program. Most participants that met diagnostic criteria for substance dependence were assigned to the intensive outpatient treatment program. Phase II groups met once a week for two hours. The goal of these group sessions were to break through issues of denial, teach the participant how to recognize and handle his or her own defense mechanisms, recognize powerlessness and unmanageability, and to understand what it meant to live a recovery lifestyle. In addition to attending the groups, participants were required to attend two outside 12 Step (AA/NA/CA) support group meetings per week and enlist a sponsor.

Phase III (aftercare) was most often attended by participants who had very recently completed Phase II. However, it was also assigned to those recently returning from prison who demonstrated meeting criteria for being in remission and they already understood their recovery. Phase III met once a week for one hour and provided participants with a safe group in which they discussed with others the challenges they faced in recovery. Participants were required to identify the relapse warning signs they experienced and discussed their thoughts, feelings, urges and recovery actions associated with their warning signs. In addition to attending the groups, participants were required to attend two weekly outside 12 Step (AA/NA/CA) support group meetings and work with their sponsor.

Relapse Prevention was designed for the participant who, after recent previous treatment, experienced a return to substance use (a relapse). Participants met in a group setting for two hours once a week. They learned to recognize their own relapse warning signs, explored the warning signs they experienced before their most recent relapse, and identified the thoughts, feelings, and actions associated with their use. They compared this to a situation they handled more effectively in the past and tried to develop a plan to avoid future relapse. Before completing this phase of care, participants developed a written relapse prevention plan including a schedule of recovery activities. In addition to attending the groups, participants were required to attend two weekly outside 12-Step support group

meetings and enlist a sponsor.

Choices

The Choices class was a cognitive skills building class targeting methods to obtain and maintain adequate social adjustment. This time limited class focused on reducing the day to day problems participants had in life. The Choices class was a six-week program that met twice a week for an hour and a half per session. Cognitive skills programming did not just focus on what participants were doing wrong. Instead, the class focused on what alternatives the participant had. Topics covered in the Choices program consisted of problem solving skills, social skills development, management of emotions, negotiation, goal setting, critical reasoning, creative thinking and effective communication. The ACCC staff implemented the Choices class using a manualized format to ensure integrity in implementation. All staff members involved in the Choices program were trained on the Choices materials, observed classes, and were supervised by senior staff throughout the duration of the Reentry project.

Comments

Emotions Management

The Emotions Management program was a cognitive skills building class focusing on aggressive emotions, behaviors and thoughts that may cause problems in daily activities. The program was nine weeks long, met twice a week for an hour and a half each session. This program was designed to assist individuals in understanding the reasons for their aggressive feelings, thoughts, and actions. Participants learned to identify alternative thoughts, feelings and actions and were provided the skills necessary to "de-escalate" situations and possibly prevent further incidents. Topics covered in the Emotions Management program consisted of defining anger and aggression, managing emotional arousal, thinking patterns, assertiveness, communication, identifying other emotions, and relapse prevention. The ACCC staff implemented the Emotions Management class using a manualized format to ensure integrity in implementation. All staff members involved in the program were trained on the materials, observed classes, and were supervised by senior staff throughout the duration of the Reentry project.

The Emotions Management program was available to the participants during Phase I. During Phase II, the program was discontinued due to lack of the program's efficacy and the implementation of the FOR a Change program.

FOR a Change

The FOR (Focusing on Reentry) a Change program was a 12-session program with the primary objective of increasing participants' motivation to set their own agenda for positive change. This program was specifically designed for the Phase II project by experts in criminal behavior change. The participants met weekly for an hour and a half for each session. The program was designed to

help participants examine their previous path to criminal behavior. The program assisted them in identifying life goals which would lead them to a crime-free lifestyle. The program assisted participants in identifying significant motivations or reasons for living a crime-free lifestyle. The program assisted the participant in developing a reintegration plan, identifying barriers to success, and developing coping skills to address each of the barriers prior to the offender running into them. At the completion of the program, each offender had a very detailed, personalized reintegration plan to assist them throughout their entire Reentry process.

Comments

Sex Offender Intervention (SOI)

The SOI Program was for individuals who had committed a misdemeanor or felony sexual offense. This program was for sexual offenders including pedophiles, rapists, public indecency perpetrators and other felony and misdemeanor sexual offenders. The SOI program was a six-month program held twice per week for an hour and a half each session. The program was topic focused and was divided into ten modules. The topics covered were scope of sexual abuse, sex offending cycles, relapse prevention, victim awareness, restitution, healthy sexuality, healthy thinking/cognitive restructuring, stress management, anger management and relationship skills. The ACCC staff implemented the SOI program using a manualized format to ensure integrity in implementation. All staff members involved in the program were trained on the materials, observed classes, and were supervised by senior staff throughout the duration of the Reentry project. Following completion of the six months SOI at ACCC, participants continued on to the next phase of treatment at Family and Children's Services, a local non-profit service provider. Treatment through that agency lasted from 1 to 2 years (based on clinical need) and included individual and group treatment modalities. Initially ACCC offered the second phase of sexual offender treatment through ACCC. However, due to staffing and policy changes, Family and Children's Services took over the treatment of those offenders.

Employment Academy

The Employment Academy was a 30-hour job-readiness, pre-employment workshop for adult Reentry project participants. The academy developed personal accountability and self-efficacy with the adult felon participants by strongly adhering to a policy of offender professionalism during its two weeks of instruction. The workshop was taught in two segments. The first segment of the academy taught the offenders "soft skills" such as goal setting, job searching, interviewing, filling out applications, resume writing and workplace expectations. The second segment taught effective communication and problem solving while on the job. Ivy Tech State College was the primary partner with ACCC for this workshop. Ivy Tech offered meeting space and a computer lab at the Ivy Tech One Stop Center located at the WorkOne building. Also,

Consumer Credit Counseling provided budgeting and credit training. The Academy directed the attention of the participants toward a career track instead of short-term dead-end employment. The participants completed an interest and skills assessment and began their pursuit for a position within their career objective. The ACCC staff implemented the Academy using a manualized format to ensure integrity in implementation. All staff members involved in the program were trained on the materials, observed classes, and were supervised by senior staff throughout the duration of the Reentry project.

Comments

Education

During Phase I, GED classes and preparatory tests were offered at no charge to participants in collaboration with the Fort Wayne Community School System (FWCS). Instructors were retired FWCS System teachers. Classes were offered twice a week for participants who needed assistance in preparing to take the GED test. During Phase II, a Modified Cooperative Learning program began with ACCC staff assessing offender skills with the Test for Adult Basic Education (TABE) and ACCC staff facilitating the educational process.

Family Reconnect Program

The Family Reconnect Program was a faith-based collaboration with Unity Christ Church that provided assistance with parenting, interpersonal relationships, and substance use issues. The program provided recreational activities for the families of returning offenders. Church members attended Reentry Court on a regular basis to support the project participants and assisted the participants in fulfilling the requirements of their reintegration plan.

Division of Family and Children

A collaborative effort with the Family and Social Services Administration (FSSA), Division of Family and Children (DFC) resulted in the development of an outreach program for the Reentry project participants. The DFC provided a representative to meet with the participants to help file for food stamps, Medicaid, and cash assistance. This effort provided direct access to benefits and significantly reduced the waiting time to receive benefits. The DFC representative was available one day each week for initial appointments and to schedule follow-up appointments when the participant had been found eligible. The DFC representative also provided written reports regarding the progress of assistance for returning offenders.

In April 2003, the state of Indiana implemented a law allowing Reentry participants who were convicted of a drug offense to receive food stamps and welfare benefits. Previously, these offenders were ineligible for food stamps and welfare benefits for one year after their release from prison. However, with the new law, if the offender was complying with the requirements of a Reentry program, they were able to receive benefits.

Housing

Assistance with housing was a highly utilized component of the Reentry project. Most of the Reentry project participants returned to their friends, family, and homes in the community. However, approximately 20.0% were unable to locate suitable housing due to restrictions on participants who have been classified as a violent, have been convicted of a sexual offense, or have no family or other support to assist with their housing needs. ACCC had an agreement with the Fort Wayne Rescue Mission that allowed returning offenders to reside at the Mission for up to 30 days. If an offender wished, they were able to participate in the Restoration Program (a 6-9 month substance abuse treatment program) at the Fort Wayne Rescue Mission. Unfortunately, after one year of collaboration, the Rescue Mission decided to sever their relationship due to it being contrary to their overall mission.

Collaboration with several halfway houses in Allen County provided additional housing options. The halfway houses were required to sign and complete a half-way house agreement and release of information on every offender at their house. The collaboration with the Fort Wayne Rescue Mission and local half way houses were other examples of partnerships with faith-based organizations in the community. The collaborations have not been without some measure of compromise and mutual understanding. What was needed was oversight and credentialing of half-way houses to meet state minimum standards.

Victim Notification

The Reentry Court project recognized the importance of the inclusion of victims. The project Reentry staff attempted to notify the victims of the offender's release and provide access to a victim advocate from the Fort Wayne Police Department's Victim Assistance Program. This advocate assisted the victim in dealing with issues facing them because of the release of the offender. Additionally, notification was provided by the Department of Correction prior to the offender's release from prison. Further, prior to the offender's release, representatives from the Fort Wayne Police Department attempted to contact the victim to discuss any concerns regarding the offender's release. An additional attempt at notification was made by a representative from the Allen County Prosecutor's Office through whom detailed information about the Reentry project was supplied to the victim. At that time, victims elected if they wanted to be notified when a participant absconded from or successfully completed the Reentry project. Reentry project staff worked with the Fort Wayne Police Department and their Victim Assistance Program to create opportunities for interested victims and others in the community to interact with the offender in a safe environment.

Drivers License Assistance

Reentry participants were able to request assistance in obtaining reinstatement of

Comments

their driver's license. Judge Surbeck evaluated outstanding cases in which fines or court costs were owed. The Judge decided which cases to waive the fines and/or costs. The Reentry project staff was involved in discussions with the local office of the Bureau of Motor Vehicles to develop a program where participants could perform community service work in lieu of fines, costs and reinstatement fees. That arrangement was not completed prior to the completion of the current Reentry project.

Comments

Community Mental Health Center

Park Center, Inc. was the community mental health center that provided medication and treatment for returning offenders who had mental health issues. Park Center also provided specialized treatment services such as the Carriage House Day Treatment Program and housing for participants with serious mental illnesses. The Criminal Justice Liaison from Park Center attended the weekly staffing sessions and was present at Reentry court sessions to provide input and coordinate access to services for participants. The liaison was able to expedite medical appointments and help with filling medication prescriptions. The Liaison also followed up on offenders in treatment at Park Center programs and provided updates to the Reentry team and Judge Surbeck.

Parole

The involvement of the Indiana Department of Correction, Division of Parole Services was an essential component of the Reentry Court Project. This was because participants were under the jurisdiction of the parole division once they completed their early release time from prison. An agreement with the parole board allowed ACCC case managers to serve as parole officers and supervise offenders under parole supervision. The supervisor of the Parole District #2 office was present at Reentry Court sessions to address questions and to process travel permits and other special requests of participants. The parole board also addressed violations when a participant was terminated from the Reentry project during their parole time. The parole board reviewed requests from the Reentry Court judge for the early release of participants that successfully completed the Reentry project. In return, ACCC provided several functions for the Parole Division including conducting appointments with parolees, approving employment and residence changes, filling out travel permits that were signed by the Parole Supervisor, and providing the release and violation summaries when participants successfully completed or were terminated from the project.

Data Analysis

Population

Through the course of the current research project data were collected on 755 subjects. Of those subjects, 209 subjects in the Phase I reentry court (ReEntry1) experimental group and 293 were in the Phase II reentry court (ReEntry2)

experimental condition. The subject populations in the comparison conditions were as follows: 141 subjects in the transition with probation group and 112 subjects in the transition with parole group. Subjects were not randomly assigned to groups. As such, the current research project was a comparison of subjects based on convenience samples. Meaning, that the experimental versus comparison group assignments were predetermined by the inmate's release type, type of sentence received, and statutory limitations.

All four study groups were under direct control of the research staff at ACCC. The reentry experimental groups (ReEntry1 and ReEntry2), the Community Transition with parole group, and the Community Transition with probation group were all under direct control of ACCC. These inmates all returned to the local community and were placed on home detention and in programs. As these subjects were under the direct supervision of ACCC, the research staff had significant access to the offenders to gather extensive data. Therefore, the demographic and outcome data collected on the experimental participants was very comprehensive.

Demographics

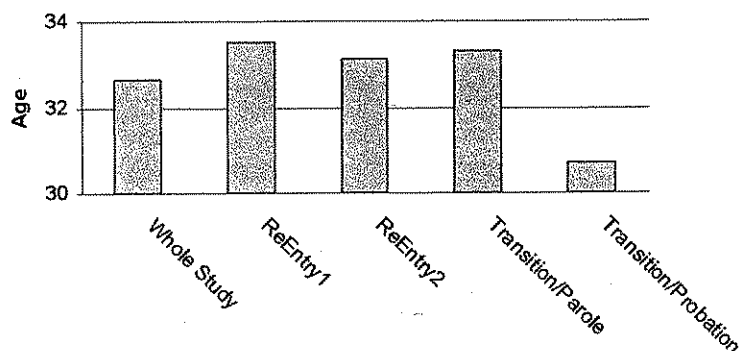
Entire experimental population

Of the 755 subjects in the overall study, the majority of research participants were male. There were 649 male subjects compared to only 106 female subjects. Again, as offenders were assigned based on being released from the Department of Correction, the male to female ratio was consistent with the male to female ratio in the Indiana Department of Correction. Examining the whole experimental population, the average age at time of release was 33 years old. The youngest was 17 years old and the oldest was 76 years old. The vast majority of offenders were in the age range of 27 to 35 years old. The majority of the experimental participants were African-Americans. There were 514 African-American subjects, 219 Caucasian subjects, 19 Hispanic subjects, 2 Asian subjects, and 1 listed as "other."

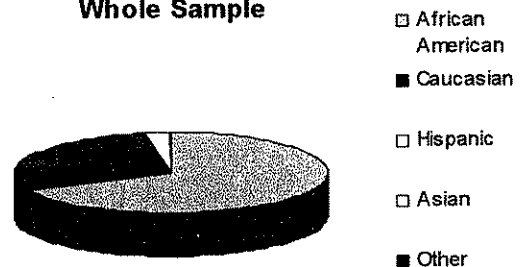
ReEntry2 - Phase II experimental condition

Of the 293 subjects in the ReEntry2 experimental condition, 249 subjects were male and 44 subjects were female. Examining the ethnic breakdown, 192 of the subjects were African-American, 91 of the subjects were Caucasian, 9 subjects were Hispanic, and 1 subject was listed as "other" demographic category. The average age for

Ages at Release for All Groups



Ethnic Background Whole Sample

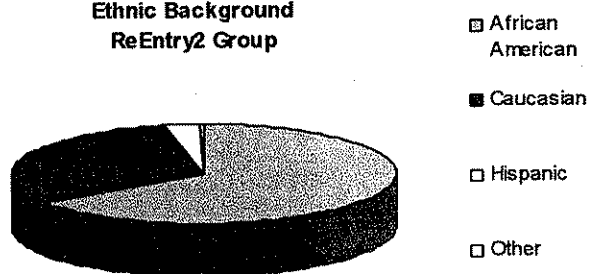


participants in this condition was 33.1 years old.

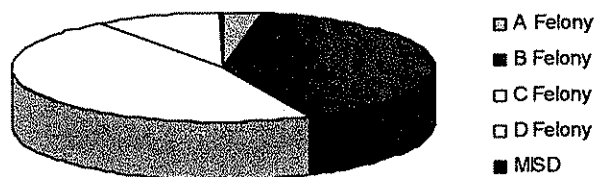
Of the 293 subjects in the ReEntry2 experimental condition, 28 returned from a D class felony conviction, 137 returned from a C class felony conviction, 118 returned from a B class felony conviction, and 9 returned from a A class felony conviction. One subject in this experimental condition returned from a misdemeanor conviction. When examining for actual type of crime convicted of, 40.3% of offenders in this group were returning from drug related convictions.

Of the 293 subjects in the ReEntry2 condition, 218 were single, 27 were married, 34 were divorced, 5 were separated, 2 were widowed, and 7 had an unknown marital status. As for children, 88 of the subjects had no children, 65 had one child, 42 had two children, 37 had three children, and 19 had four children, and 30 had five or more children. There was no data on the number of children for 23 of the participants in this condition.

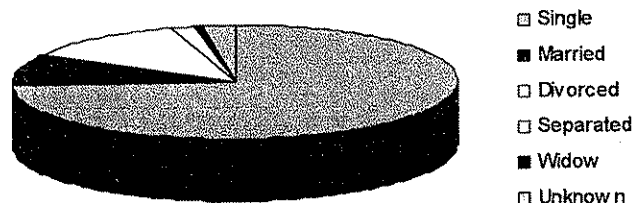
**Ethnic Background
ReEntry2 Group**



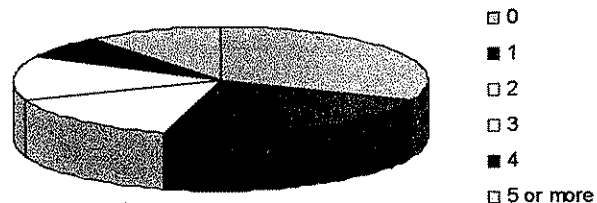
Index Offense ReEntry2 Group



Marital Status ReEntry2 Group



Number of Children ReEntry2 Group



Education Level ReEntry2 Group



Of the 293 subjects in the ReEntry2 group, 77 had graduated high school, 101 had earned their GED, 10 had earned a college degree, and the remaining 105 had not completed high school.

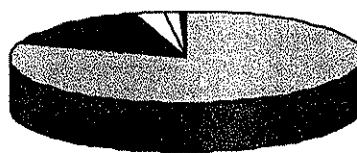
ReEntry1 - Phase I experimental group

Of the 209 subjects in the ReEntry1 group, 175 subjects were male and 34 subjects were female. Examining the ethnic breakdown, 168 of the subjects were African-American, 31 of the subjects were Caucasian, 6 subjects were Hispanic, 2 subjects were Asian American, 1 subject was American Indian, and 1 subject was listed as "other" demographic category. The average age for participants in this condition was 33.5 years old.

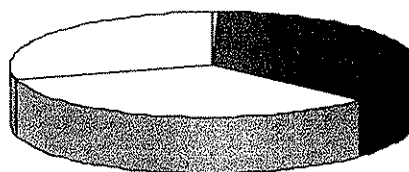
Of the 209 subjects in the ReEntry1 group, 61 returned from a D class felony conviction, 70 returned from a C class felony conviction, 77 returned from a B class felony conviction, and one returned from a A class felony conviction. No subjects in this experimental condition returned from a misdemeanor conviction. When examining for actual type of crime convicted of, 38.7% of offenders in this group were returning from drug related convictions.

Of the 209 subjects in the ReEntry1 group, 154 were single, 23 were married, 19 were divorced, 3 were separated, and 9 had an unknown marital status. As for children, 57 of the subjects had no children, 47 had one child, 16 had two children, 16 had three children, and 9 subjects in this experimental condition had four or more children. There was no data on the number of children for 64 of the participants in this condition.

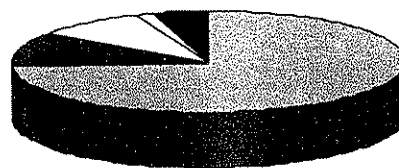
Of the 209 subjects in the ReEntry1 group, 49 had graduated high school, 65 had earned their GED, 2 had attended some college, and the remaining 87 had not completed high school.

Ethnic Background ReEntry1 Group

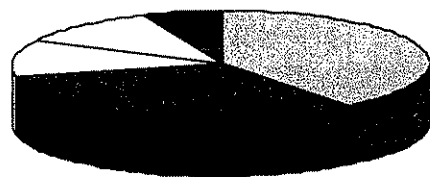
- African American
- Caucasian
- Hispanic
- Asian
- Other

Index Offense ReEntry1 Group

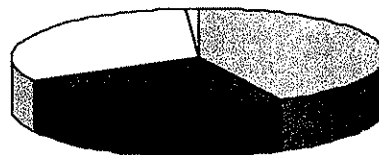
- A Felony
- B Felony
- C Felony
- D Felony
- MISD

Marital Status ReEntry1 Group

- Single
- Married
- Divorced
- Separated
- Unknown

Number of Children ReEntry1 Group

- 0
- 1
- 2
- 3
- 4 or more

Education Level ReEntry1 Group

- Elementry
- High School Grad
- GED
- Some College

Community Transition with probation

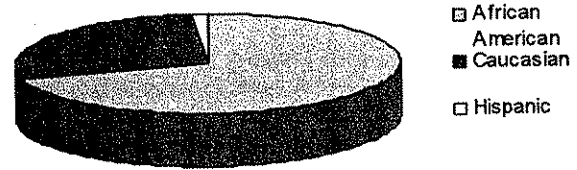
Of the 142 subjects in the Community Transition with probation condition, 126 subjects were male and 16 subjects were female. Examining ethnic background, 101 of the subjects were African-American, 39 of the subjects were Caucasian, and 2 subjects were Hispanic. The average age for participants in this condition was 30.7 years old.

Of the 142 subjects in the Community Transition with probation condition, 16 were returning from a D class felony conviction, 55 returned from a C class felony conviction, 71 returned from a B class felony conviction, and none returned from a A class felony conviction. No subjects in this experimental condition returned from a misdemeanor conviction. When examining for actual type of crime convicted of, 44.4% of offenders in this group were returning from drug related convictions.

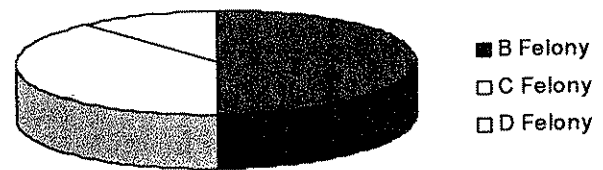
Of the 142 subjects in the Community Transition with probation condition, 95 were single, 22 were married, 14 were divorced, 2 were separated, and 9 had an unknown marital status. As for children, 27 of the subjects had no children, 14 had one child, 3 had two children, 3 had three children, and 2 subjects in this experimental condition had four or more children. The number of children for 93 of the subjects in this condition was unknown.

Of the 142 subjects in the Community Transition with probation condition, 25 had graduated high school, 32 had earned their GED, 8 had attended some college, and the remaining 73 had not completed high school. The educational level was unknown for 4 subjects in this condition.

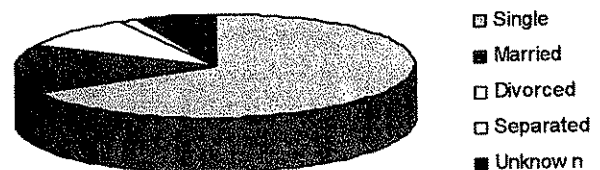
**Ethnic Background
Transition with Probation**



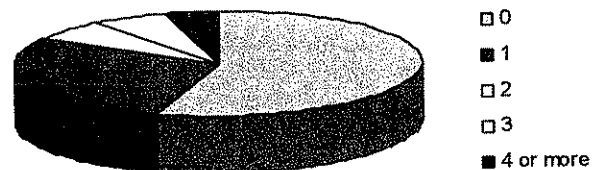
**Index Offense
Transition with Probation**



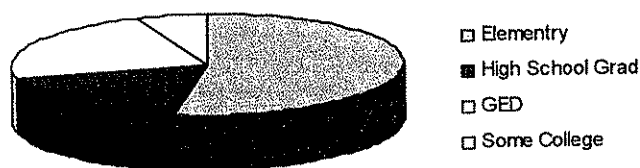
**Marital Status
Transition with Probation**



**Number of Children
Transition with Probation**



**Education Level
Transition with Probation**



Community Transition with parole

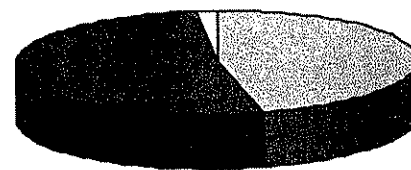
Of the 112 subjects in the Community Transition with parole condition, 98 subjects were male and 14 subjects were female. Examining ethnic background, 52 of the subjects were African-American, 58 of the subjects were Caucasian, and 2 subjects were Hispanic. The average age for participants in this condition was 33.3 years old.

Of the 112 subjects in the Community Transition with parole condition, 38 returned from a D class felony conviction, 33 returned from a C class felony conviction, 41 returned from a B class felony conviction, and none returned from a A class felony conviction. No subjects in this experimental condition returned from a misdemeanor conviction. When examining for actual type of crime convicted of, 36.6% of offenders in this group were returning from drug related convictions.

Of the 112 subjects in the Community Transition with parole condition, 78 were single, 12 were married, 13 were divorced, 0 were separated, and 9 had an unknown marital status. As to children, 18 of the subjects had no children, 9 had one child, 4 had two children, and 3 of the subjects had three children. The number of children for 78 of the subjects in this condition was unknown.

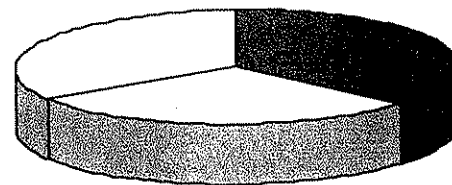
Of the 112 subjects in the community transition with parole condition, 20 had graduated high school, 29 had earned their GED, 14 had attended some college, and the remaining 46 had not completed high school. The educational level was unknown for 3 subjects in this condition.

**Ethnic Background
Transition with Parole**



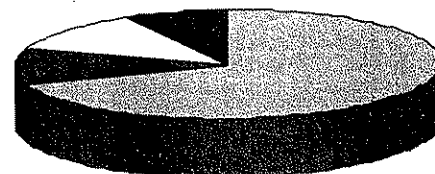
- African American
- Caucasian
- Hispanic

**Index Offense
Transition with Parole**



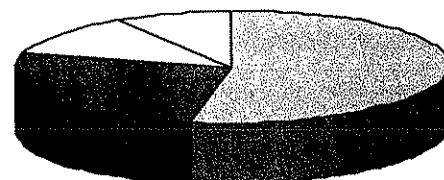
- B Felony
- C Felony
- D Felony

**Marital Status
Transition with Parole**



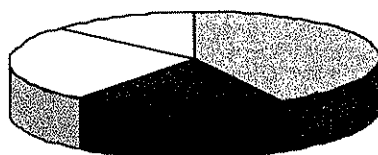
- Single
- Married
- Divorced
- Separated
- Unknown

**Number of Children
Transition with Parole**



- 0
- 1
- 2
- 3
- 4 or more

**Education Level
Transition with Parole**



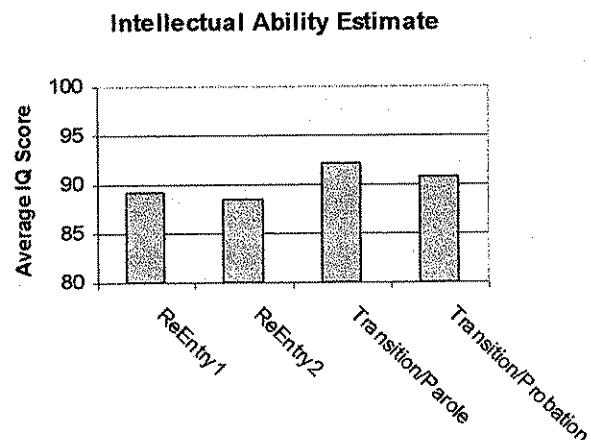
- Elementary
- High School Grad
- GED
- Some College

Mental Health Assessment Data

All participants were administered clinical interviews and psychological testing. The impact of chronic mental health disorders and personality disorders on subsequent criminal behavior and recidivism has been well documented in the literature. Furthermore, intellectual limitations can greatly impact offenders' ability to seek employment and maintain employment. Therefore, as part of determining programming needs for the offenders, IQ testing and mental health screening for the broad range of mental health conditions was conducted as part of each offender's reintegration planning.

Intellectual abilities assessment

The Shipley Institute of Living Scale was utilized as the intellectual abilities assessment tool. The test was administered in a group format to offenders. The administration followed the guidelines and directions published by the test's manufacturer. All scores were calculated and then reviewed by clinical mental health staff. The scores from the Shipley Institute of Living Scale were converted to a Weschler Adult Intelligence Scale equivalent estimated IQ score. That IQ score was based on an average of 100 with a standard deviation of 15. Therefore, a score of 85 through 115 would be in the average range. A score of 70 to 84 would be in the low average range. A score of 70 and below was considered below average and suggested significant impairment. A score of 116 or above was considered in the above average range.



The average estimated IQ for the participants in the ReEntry2 experimental condition was 88.47 with a range of 100 to 71. Therefore, the participants in the ReEntry2 experimental condition were estimated to have average to low average intellectual abilities. Based on this assessment, the vast majority of the offenders within this experimental condition had the intellectual abilities to understand the materials presented to them by the case managers and the treatment providers. This assessment was essential to make to be sure that the offenders understood the written information given to them and therefore were able to fully receive the interventions administered to them.

The average estimated IQ for the participants in the ReEntry1 experimental condition was 89.2 with a range of 101 to 72. Therefore, the participants in the ReEntry1 experimental condition were estimated to have average to low average intellectual abilities. Based on this assessment, the vast majority of the offenders within this experimental condition had the intellectual abilities to understand the materials presented to them by the case managers and the treatment providers.

Comments

The average estimated IQ for the participants in the Community Transition with probation comparison condition was 90.7 with a range of 79 to 102. Therefore, the participants in the Community Transitions to probation condition were estimated to have average to low average intellectual abilities.

The average estimated IQ for the participants in the Community Transition with parole condition was 92.1 with a range of 80 to 103. Therefore the participants in the Community Transition to parole comparison condition were estimated to have average to low average intellectual abilities.

Overall, the intellectual abilities assessments of these four groups suggested that all the offenders in the current studies had the abilities to understand the materials presented to them during the current research study. Furthermore, the finding suggested that there was no significant difference between these four groups on their intellectual abilities. Therefore, any subsequent outcomes or findings from this research study were not significantly biased by differential intellectual abilities across experimental conditions.

Mental Health Diagnoses

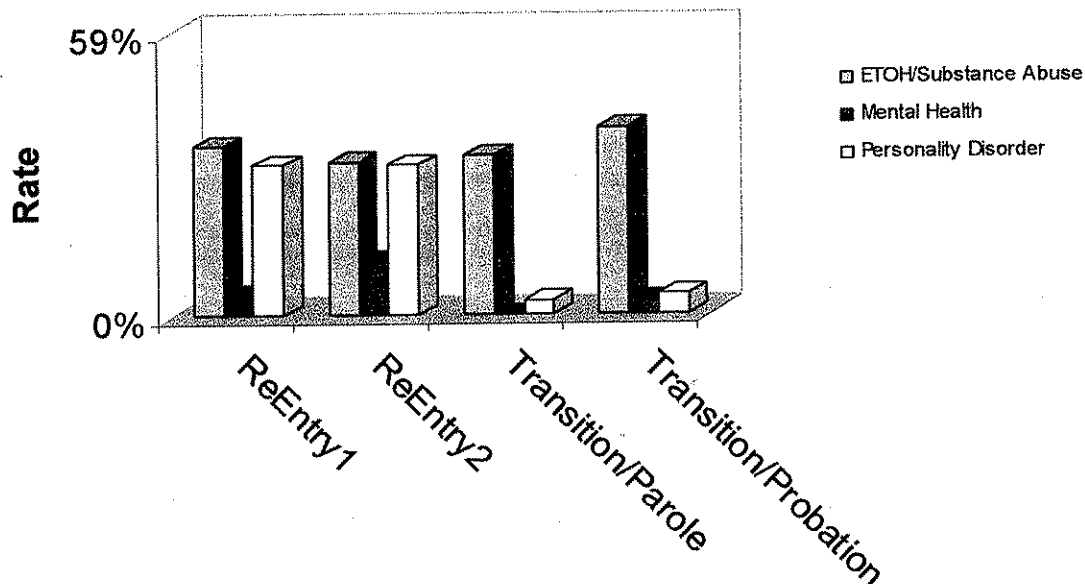
Clinical interviews were conducted utilizing a structured assessment protocol that incorporated the psychopathy checklist interview as well as a standard outpatient mental health clinical assessment. The assessments were done using a standard protocol (interview survey form) by licensed staff or by other staff under the direct supervision of licensed staff. For the purpose of comparing between groups, the results from the clinical interviews and subsequent mental health diagnoses were placed into three main categories. The categories were substance dependence disorders, mood and thought disorders, and personality disorders.

A high portion of the participants across the four groups were suffering from at least one mental health diagnoses: 34.9% of ReEntry1, 31.7% of ReEntry2, 38.7% of Community Transition with probation, and 33% of Community Transition with parole offenders were suffering from a diagnosable substance abuse or mood or thought disorder. Further, 31.1% of ReEntry1, 31.1% of ReEntry2, 4.2% of Community Transition with probation, and 3.0% of Community Transition with parole offenders were suffering from at least one personality disorder diagnosis.

Although there did not appear to be significant differences across the four experimental groups in regards to substance abuse and mood or thought disorders, there was a significant differences regarding personality disorders. The offenders in both reentry experimental conditions (REntry 1 and REntry 2) appeared to have significantly more diagnosable personality disorders when compared to the two transition comparison groups. The significant difference

may have subsequently predisposed to offenders in the reentry groups to a higher risk rate of re-offending. This higher risk was due to their personality disorder's impact on their interpersonal relationships, ability to maintain employment, impulsivity, and problem solving abilities.

Rate Of Mental Health Diagnosis



Of the 293 offenders in the ReEntry2 experimental condition, 105 subjects had a primary mental health diagnosis. The breakdown of primary mental health diagnoses were schizophrenia (3), major depression (6), alcohol dependence disorder (36), substance dependence disorder (57), and adjustment disorder (3). Of the offenders in the ReEntry2 experimental condition, 91 subjects had a primary personality disorder diagnosis. The breakdown of personality disorder diagnoses were antisocial (85), paranoid (1), narcissistic (2), avoidant (1), and borderline (2). Primary mental health diagnoses and personality disorder diagnoses were not mutually exclusive. Offenders could have been diagnosed with both disorders at the same time.

Of the 209 offenders in the ReEntry1 experimental condition, 71 subjects had a primary mental health diagnosis. The breakdown of primary mental health diagnoses were schizophrenia (2), major depression (2), pedophilia (1), alcohol dependence disorder (15), substance dependence disorder (48), and adjustment disorder (3). Of the offenders in the reentry experimental condition, 65 subjects had a primary personality disorder diagnosis. The breakdown of personality disorder diagnoses were antisocial (52), schizotypal (1), narcissistic (1), avoidant (1), and personality disorder not otherwise specified (10). Primary mental health diagnoses and personality disorder diagnoses were not mutually

exclusive. Offenders could have been diagnosed with both disorders at the same time.

Of the 142 offenders in the transition with probation condition, 55 subjects had a primary mental health diagnosis. The breakdown of primary mental health diagnoses were major depression (2), alcohol dependence disorder (13), substance dependence disorder (38), and adjustment disorder (2). Of the offenders in the transition to probation, 6 subjects had a primary personality disorder diagnosis. The breakdown of personality disorder diagnoses were antisocial (4), borderline (1), and personality disorder not otherwise specified (1).

Of the 112 offenders in the transition with parole condition, 37 participants had a primary mental health diagnosis. The breakdown of primary mental health diagnoses were alcohol dependence disorder (3) and substance dependence disorder (34). Of the offenders in the transition with parole condition, 3 participants had a primary personality disorder diagnosis. All three subjects had the personality disorder diagnosis of antisocial personality disorder.

The review of the mental health data indicated that there were no significant differences between the four comparison groups on intellectual abilities or rates of non-personality mental health disorders. However, there appeared to be an overweight of individuals diagnosed with personality disorders in the ReEntry1 and ReEntry2 groups. A possible explanation was that the finding was the product of limited or poor diagnostic assessment in the Transitions conditions. As the assessment protocol was different in the Transition conditions (less personality testing) this was the most likely reason for this finding. As the assessment in both ReEntry groups was more thorough compared to the two Community Transition groups, the rates of personality disorder in the Transitions groups was most likely underestimated based on the current data.

Technical Violations

The technical violations were defined as violations of any of the Reentry Court or Community Transition rules. Offenders coming into the Reentry Court or Community Transition programs were instructed about the nature of the technical violations program, possible punishment for violations, and the process by which the violations were addressed. Technical violations served as an intervention point. Whenever an offender violated a rule and a technical violation was formally written up, case managers had the opportunity to intervene with the offender to determine the nature of the offense, the severity, steps that could be taken to prevent future offenses, and the appropriate consequence for the technical violation. The ACCC staff utilized a technical violations matrix to determine appropriate consequences for the various technical violations. However, this matrix was a guideline for case managers.

Comments

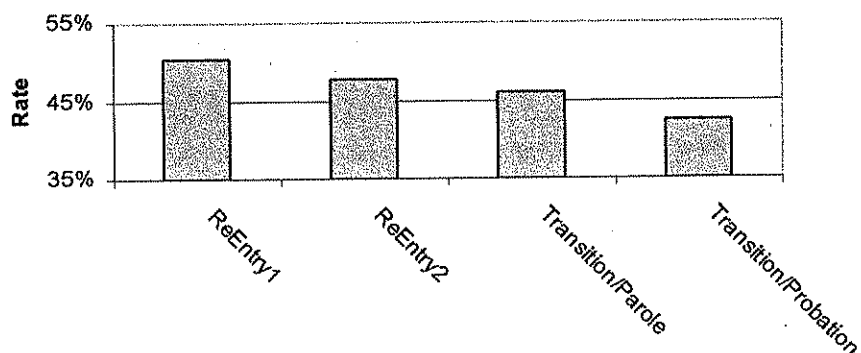
Allen County Community Corrections Sanction Grid

Violation	1 st Offense	2 nd Offense	3 rd Offense
<i>Failure to Appear For Court</i>	Warrant Pending Contact, 12 hrs. CSW	Warrant Pending Contact, 24 hrs. CSW	Warrant Pending Contact, Jail Time
<i>Failure to Appear for Assessment, Eval. or Orientation</i>	12 Hours CSW, Reschedule appt.	24 Hours CSW, Reschedule appt.	Weekends in Jail, Reschedule appt.
<i>Fail to Appear (FTA)-Class or Treatment (more than allowed misses)</i>	24 Hours CSW, Re- Evaluate for Treatment	Jail Time, Re-Evaluate for Treatment	Termination from Program
<i>FTA- 3rd Party TX or Support Meetings</i>	12 Hours CSW	24 Hours CSW	Weekends in Jail
<i>FTA for Job Search</i>	Written Violation	24 Hours CSW	Jail Time
<i>Positive Drug or Diluted Sample</i>	24 Hours CSW, Refer to Treatment	Weekends in Jail, Reevaluate Treatment	30 Days Jail Time, Re-evaluate Treatment.
<i>Alco-Sensor Test Above legal limit (.08)</i>	Termination	N/A	N/A
<i>Fail to Provide UDS in reasonable time</i>	Verbal Warning, Secure new sample	24 Hours CSW	Jail Time
<i>Intentional Invalidation of testing</i>	24 Hours CSW, Re-Test and Pay Cost	Termination from Program	N/A
<i>Fail to Complete Disciplinary C.S.W.</i>	Double Original Hours of CSW	Jail Time Equal to # of days of CSW	Jail Time/Possible Termination
<i>Fail to Report to Staff as Directed w/o Cause</i>	Jail Time	Termination from Program	N/A
<i>Fail to Seek Employment</i>	18 Hours CSW	Jail Time Termination from Program	N/A
<i>Fail to pay fees</i>	Verbal Warning, Give Green Card for CSW	Remain on Elec. Monitoring until paid	N/A
<i>Fail to Maintain Good Behavior</i>	At Discretion	At Discretion	At Discretion
<i>Unauthorized Travel out of County/State</i>	36 Hours CSW	Jail Time	Termination from Program
<i>Location Unknown > 20 Minutes</i>	48 Hours CSW	Jail Time	Termination from Program
<i>Changing Residence w/o Permission</i>	48 Hours CSW	Jail Time	Termination from Program
<i>Fail to Get Permission for New Resident</i>	Verbal Warning, Sign Resident Papers	18 Hours CSW, Sign Resident Papers	Jail Time
<i>Too Many People at Residence</i>	Verbal Warning	12 Hours CSW	24 Hours CSW
<i>Fail to Maintain Telephone/Residence</i>	Move to Other Res. Until Resolved	Move to Other Res. Until Resolved	Terminate if No Options for Residence
<i>Fail to Maintain Damaging E.M. Equip.</i>	Termination from Program	N/A	N/A
<i>Failure to submit Weekly schedules</i>	12 hours CSW	Jail Time	Termination from Program
<i>Leave/Enter Violation or EM Violations > 20 Min</i>	12-24 Hours CSW	Jail Time	Termination from Program
<i>Poss. or use of cell phone, pager, cordless phone, answering machine, police scanner or special features</i>	Verbal Warning Or 12 Hrs. CSW	Jail Time	Additional Jail Time or Termination

The reentry court and staff were able to address each offense on a case by case basis to determine appropriate consequences and case management changes.

Examination of the overall violation rates across the four groups indicated fairly equivalent findings. Approximately 47.7% of those in the ReEntry2 group committed at least one technical violation. Approximately 50.5% of those in the ReEntry1 group committed at least one technical violation. Approximately 46% of those in the transition with probation group committed at least one technical violation. Approximately 42.4% of those in the transition with parole group committed at least one technical violation.

Technical Violation Rate



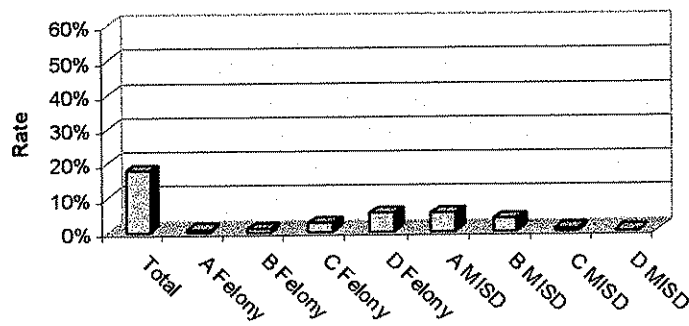
Arrest Data

Arrest data was examined two ways for this report. First, the 12 month re-arrest rate for each group was examined. The 12 months was defined as 12 months from release from the Department of Corrections to Allen County Community Corrections. Second, arrest rate was examined by determining the cost benefit of ReEntry1 and ReEntry2 versus the expected arrest rates and costs. ReEntry1 and ReEntry2 were also compared to determine if the programmatic changes made during the Phase II project resulted in a significant cost-benefit improvement over the Phase I project.

Experimental Groups 12 month data

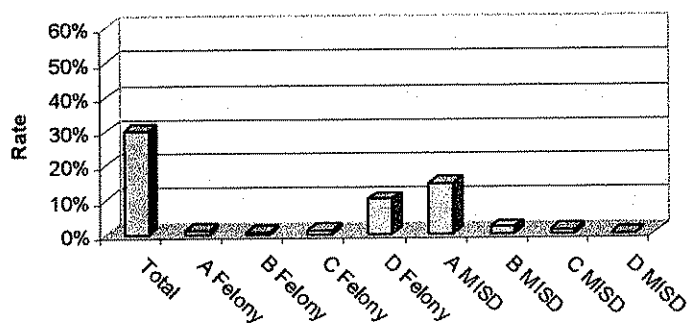
For the ReEntry2 experimental condition, the 12 month arrest rate (felony and misdemeanor) was 17.6%. The majority of those arrests were for A misdemeanors (5.0%) and D felonies (5.0%). The remaining rates of arrests were for A felonies 0.5%, B felonies 0.9%, C felonies 2.3%, B misdemeanors 3.6%, and C misdemeanors 0.5%.

Arrest by Type ReEntry2 Group



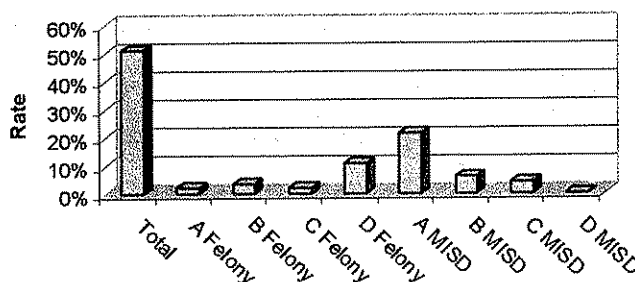
For the ReEntry1 experimental condition, the 12 month arrest rate (felony and misdemeanor) was 30%. The majority of those arrests were for A misdemeanors (14.6%) and D felonies (10.1%). The remaining rates of arrests were for A felonies 1%, B felonies 0.5%, C felonies 1%, B misdemeanors 1.9%, and C misdemeanors 1.0%. For the ReEntry1 group, the six month arrest rate was 16.3% and the 12 months arrest rate was 22.5%.

Arrest by Type ReEntry1 Group



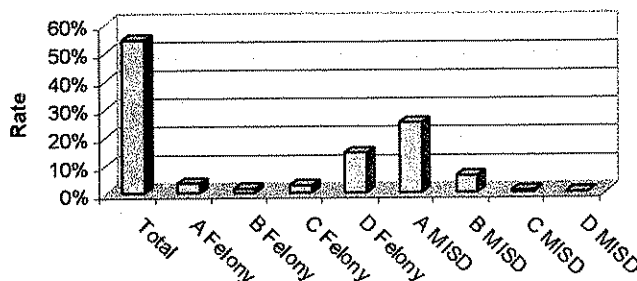
For the transition with probation comparison condition, the 12 month arrest rate (felony and misdemeanor) was 51.4%. The majority of those arrests were for A misdemeanors (21.3%) and D felonies (10.6%). The remaining rates of arrests were for A felonies 2.1%, B felonies 3.5%, C felonies 2.1%, B misdemeanors 6.4%, and C misdemeanors 4.3%.

**Arrest by Type
Transition with Probation**



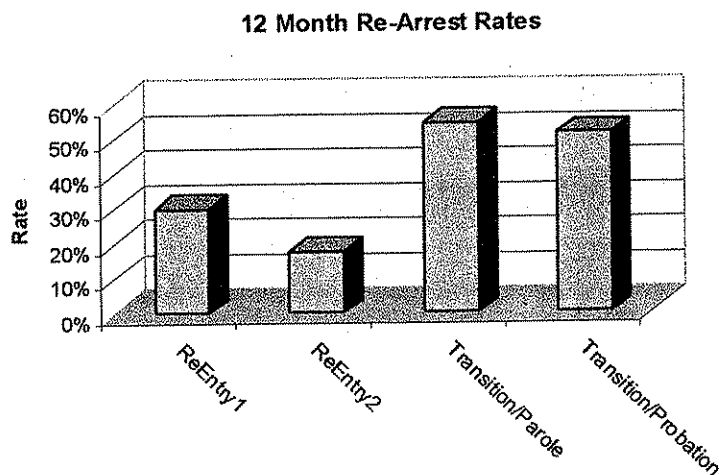
For the transition with parole comparison condition, the 12 month arrest rate (felony and misdemeanor) was 54.5%. The majority of those arrests were for A misdemeanors (25%) and D felonies (14.3%). The remaining rates of arrests were for A felonies 3.6%, B felonies 2.7%, C felonies 2.7%, B misdemeanors 6.3%, and C misdemeanors 0.9%.

**Arrest by Type
Transition with Parole**



Statistical comparison of the groups for 12 month arrest rate across the study indicated a significant finding. Comparing the groups for "arrested at least once" during the 12 months indicated significant positive results for the ReEntry2 and ReEntry1 conditions. The re-arrest rate for those subjects in the ReEntry2 experimental group was significantly lower than the re-arrest rate for those in the community transition with parole group ($p < .01$), those in the community transition with probation group ($p < .01$), and those in the ReEntry1 group ($p < .05$).

The re-arrest rate for those subjects in the ReEntry1 group was significantly lower than the re-arrest rate for those in the community transition with parole group ($p < .02$). However there was not a significant difference between the reentry group and the transition with probation group ($p < .4$).



Cost Effectiveness Process

Determining the cost effectiveness of the ReEntry Project, particularly the ReEntry1 and ReEntry2 experimental conditions was essential to determine if the improvements in Phase 2 of the project had measurable bottom-line impact. The following process was followed to determine cost effectiveness. The numbers presented were based on a 12 month follow-up after release from DOC.

- a. All offenders in the re-entry program were monitored for re-offending. Each new charge (not conviction) was defined as a negative event and was coded. This data was the observed number of re-offenses.
- b. Using a 10 year database from the Indiana Department of Corrections, the researcher was able to determine a set of expected numbers of re-offenses by matching the current set of subjects with a dataset of previously released offenders. This data was used as the expected number of re-offenses. These expected numbers were matched to the profile of those offenders in the ReEntry1 and ReEntry2 groups based on the offense they had been released from DOC on.

c. Offenses (both expected and observed) were broken down by category: violent offenses, property offenses, drug offenses, public order offenses and other offenses. Using the locally determined processing cost data and national estimates for victimization costs (Department of Justice, Bureau of Statistics), a total cost was established for each crime that occurred or was expected to occur.

d. Next, within each category, the comparison was made between costs of crimes expected versus crimes observed (\$ of crimes expected - \$ of crimes observed). For ReEntry2, this value was the observed reduction in the cost of re-offending for the 221 offenders in 12 months (only 221 out of 293 had completed 12 months since release from DOC at the time of this report). That value was a savings of \$2,881,711.

e. Next, the cost for running the program had to be entered. \$635,000 was the 24 month cost of supervision and services. Therefore, \$2,881,711-\$635,000 left \$2,246,711 as the community cost savings when including cost of services. (See Tables on following pages)

Comments

To compare Phase I versus Phase II of the 4-year reentry research project, the cost savings per offender was calculated. Based on the 12-month re-arrest data, the Phase I reentry project resulted in a cumulative cost benefit of \$2,505,784. Given that the Phase I project had 209 offenders in the ReEntry1 group, the cost savings per offender equaled \$11,989.

Based on the 12-month re-arrest data, the Phase II reentry project resulted in a cumulative cost benefit of \$3,086,511. Given that the Phase II project had 221 offenders in the ReEntry2 group with 12 months of data, the cost savings per offender equaled \$13,966.

Overall, both phases of the 4 year reentry project appeared offer significant cost benefits when examining the reduction in re-offense rates and the resulting cost savings for crimes prevented. However, the Phase II project had an improved cost savings when compared to the results from Phase I. Therefore, based on the current results, the strongly theoretically based case management approach (motivational case management) and other changes made in Phase II of the project represents significant improvement over the initial reentry program.

Allen County, Indiana ReEntry1 Court Versus Expected Costs Using Indiana Estimates

Rearrest Charge	Cost/ Victim	CJ Process	# Charges	12 month	Expected	Expected	12 Month
	(2001 \$)	Cost (2004 \$)	1-12 month	Cost	Charges	Cost	Savings
Violent Charges					16.56		
Homicide	\$ 3,369,240.00	\$ 40,120.03	0	\$ -	0.43	\$ 1,467,214.12	\$ 1,467,214.12
Kidnapping	\$ 27,504.00	\$ 14,394.77	0	\$ -	0.58	\$ 24,326.05	\$ 24,326.05
Rape	\$ 99,702.00	\$ 17,725.03	1	\$ 117,427.03	0.43	\$ 50,982.85	\$ (66,444.18)
Other Sex Assault	\$ 99,702.00	\$ 9,643.13	0	\$ -	0.59	\$ 64,018.90	\$ 64,018.90
Robbery	\$ 14,898.00	\$ 12,396.41	1	\$ 27,294.41	3.76	\$ 102,732.00	\$ 75,437.59
Assault/Battery	\$ 17,190.00	\$ 10,180.18	9	\$ 246,331.62	8.64	\$ 236,581.88	\$ (9,749.74)
Other Violent	\$ 2,292.00	\$ 6,478.13	5	\$ 43,850.65	2.12	\$ 18,584.69	\$ (25,265.96)
				\$ 434,903.71		\$ 1,964,440.49	\$ 1,529,536.78
Property Of-fenses					41.07		
Burglary	\$ 1,719.00	\$ 12,724.17	0	\$ -	8.76	\$ 126,505.01	\$ 126,505.01
Larceny/Theft	\$ 424.00	\$ 10,609.34	5	\$ 55,166.70	15.46	\$ 170,611.51	\$ 115,444.81
Vehicle Theft	\$ 4,584.00	\$ 10,477.67	1	\$ 15,061.67	3.50	\$ 52,777.34	\$ 37,715.67
Arson	\$ 42,975.00	\$ 12,927.63	0	\$ -	0.07	\$ 4,159.87	\$ 4,159.87
Fraud	\$ 2,533.00	\$ 7,439.75	0	\$ -	3.84	\$ 38,270.35	\$ 38,270.35
Poss. Stolen Prop.	\$ 2,533.00	\$ 6,274.21	0	\$ -	4.46	\$ 39,293.29	\$ 39,293.29
Other Prop. Offense	\$ 2,533.00	\$ 3,626.01	5	\$ 30,795.05	4.97	\$ 30,627.97	\$ (167.08)
				\$ 101,023.42		\$ 462,245.33	\$ 361,221.91
Drug Offenses					35.60		
Drug Possession	\$ 5,730.00	\$ 9,130.77	7	\$ 104,025.39	14.59	\$ 216,818.49	\$ 112,793.10
Drug Trafficking	\$ 11,460.00	\$ 16,847.68	0	\$ -	8.72	\$ 246,743.27	\$ 246,743.27
Other Drug Offense	\$ 5,730.00	\$ 4,355.40	2	\$ 20,170.80	12.29	\$ 123,960.49	\$ 103,789.69
				\$ 124,196.19		\$ 587,522.24	\$ 463,326.05
Public Order					26.21		
Weapons Offenses	\$ 2,292.00	\$ 6,395.14	1	\$ 8,687.14	5.19	\$ 45,073.02	\$ 36,385.88
D.U.I.	\$ 20,628.00	\$ 7,888.40	4	\$ 114,065.60	0.85	\$ 24,356.11	\$ (89,709.49)
Other Public Order	\$ 5,730.00	\$ 4,848.06	13	\$ 137,514.78	20.17	\$ 213,384.12	\$ 75,869.34
				\$ 260,267.52		\$ 282,813.25	\$ 22,545.73
Other Offenses	\$ 2,292.00	\$ 5,871.98	12	\$ 97,967.76	3.43	\$ 28,002.45	\$ (69,965.31)
Total Charges				\$ 1,018,358.60	122.87	\$ 3,325,023.76	\$ 2,306,665.16
Total Cost							

Allen County, Indiana ReEntry2 Court Versus Expected Costs Using Indiana Estimates

Rearrest Charge	Cost/ Victim	CJ Process	# Charges	12 month	Expected	Expected	12 Month
	(2001 \$)	Cost (2004 \$)	1-12 month	Cost	Charges	Cost	Savings
					17.25		
Violent Charges							
Homicide	\$ 3,369,240.00	\$ 40,120.03	0	\$ -	0.45	\$ 1,528,348.04	\$ 1,528,348.04
Kidnapping	\$ 27,504.00	\$ 14,394.77	0	\$ -	0.60	\$ 25,339.64	\$ 25,339.64
Rape	\$ 99,702.00	\$ 17,725.03	0	\$ -	0.45	\$ 53,107.13	\$ 53,107.13
Other Sex Assault	\$ 99,702.00	\$ 9,643.13	0	\$ -	0.61	\$ 66,686.35	\$ 66,686.35
Robbery	\$ 14,898.00	\$ 12,396.41	0	\$ -	3.92	\$ 107,012.50	\$ 107,012.50
Assault/Battery	\$ 17,190.00	\$ 10,180.18	3	\$ 82,110.54	9.00	\$ 246,439.46	\$ 164,328.92
Other Violent	\$ 2,292.00	\$ 6,478.13	0	\$ -	2.21	\$ 19,359.05	\$ 19,359.05
				\$ 82,110.54		\$ 2,046,292.18	\$ 1,964,181.64
Property Offenses					42.78		
Burglary	\$ 1,719.00	\$ 12,724.17	0	\$ -	9.12	\$ 131,776.05	\$ 131,776.05
Larceny/Theft	\$ 424.00	\$ 10,609.34	1	\$ 11,033.34	16.11	\$ 177,720.32	\$ 166,686.98
Vehicle Theft	\$ 4,584.00	\$ 10,477.67	0	\$ -	3.65	\$ 54,976.40	\$ 54,976.40
Arson	\$ 42,975.00	\$ 12,927.63	0	\$ -	0.08	\$ 4,333.19	\$ 4,333.19
Fraud	\$ 2,533.00	\$ 7,439.75	1	\$ 9,972.75	4.00	\$ 39,864.95	\$ 29,892.20
Poss. Stolen Prop.	\$ 2,533.00	\$ 6,274.21	0	\$ -	4.65	\$ 40,930.51	\$ 40,930.51
Other Prop.	\$ 2,533.00	\$ 3,626.01	2	\$ 12,318.02	5.18	\$ 31,904.14	\$ 19,586.12
				\$ 33,324.11		\$ 481,505.55	\$ 448,181.44
Drug Offenses					37.08		
Drug Possession	\$ 5,730.00	\$ 9,130.77	11	\$ 163,468.47	15.20	\$ 225,852.59	\$ 62,384.12
Drug Trafficking	\$ 11,460.00	\$ 16,847.68	1	\$ 28,307.68	9.08	\$ 257,024.24	\$ 228,716.56
Other Drug	\$ 5,730.00	\$ 4,355.40	0	\$ -	12.80	\$ 129,125.51	\$ 129,125.51
				\$ 191,776.15		\$ 612,002.33	\$ 420,226.18
Public Order					27.31		
Weapons	\$ 2,292.00	\$ 6,395.14	2	\$ 17,374.28	5.40	\$ 46,951.06	\$ 29,576.78
D.U.I.	\$ 20,628.00	\$ 7,888.40	4	\$ 114,065.60	0.89	\$ 25,370.95	\$ (88,694.65)
Other Public	\$ 5,730.00	\$ 4,848.06	13	\$ 137,514.78	21.01	\$ 222,275.13	\$ 84,760.35
				\$ 268,954.66		\$ 294,597.14	\$ 25,642.48
Other Offenses	\$ 2,292.00	\$ 5,871.98	1	\$ 8,163.98	3.88	\$ 31,642.57	\$ 23,478.59
Total Charges			39	\$ 584,329.44	128.29	\$ 3,466,039.77	\$ 2,881,710.33
Total Cost							

ReEntry Phase I (7/1/01 to 6/30/03) Savings to Community

	Number of Charges	Expected Number	Actual Cost	Expected Cost	Total Savings
Within 1 st 12 months					
Violent Offenses	16	16.56	\$434,904	\$1,964,440	\$1,529,536
Property Offenses	11	41.07	\$101,023	\$462,245	\$361,222
Drug Offenses	9	35.60	\$124,196	\$587,522	\$463,326
Public Order	18	26.21	\$260,267	\$282,813	\$22,546
Other	12	3.43	\$97,968	\$28,002	\$ (69,966)
Totals	66	122.87	\$1,018,358	\$3,325,022	\$2,306,664

Comments

ReEntry Phase I (7/1/01 to 6/30/03) Savings to Community

Expected Cost of Re-offending	\$3,325,022
Actual Cost of Re-offending	\$1,018,358
Total Savings To Community	\$2,306,664

ReEntry Phase I (7/1/01 to 6/30/03) Total Savings to State

	Cost per Day	# of Days	
Cost of Incarceration	\$55.00	20,853	\$1,146,915
State Reimbursement	\$15.00	20,853	\$ 312,795
Total Savings to State	\$40.00	20,853	\$ 834,120

ReEntry Phase I (7/1/01 to 6/30/03) Operational Costs

Actual Cost of Operation (\$250,000 per year)	\$500,000
Value of In-kind Services	\$135,000
Total Cost of Operation	\$635,000

Comments

ReEntry Phase I (7/1/01 to 6/30/03) Cumulative Savings

Total Savings to State	\$834,120
Total Savings to Community	\$2,306,664
Total Cost of Operation	\$(635,000)
Cumulative Savings	\$2,505,784

ReEntry Phase II (7/1/03 to 6/30/05) Savings to Community

	Number of Charges	Expected Number	Actual Cost	Expected Cost	Total Savings
Within 1 st 12 Months					
Violent Offenses	3	17.25	\$82,110	\$2,046,292	\$1,964,182
Property Offenses	4	42.78	\$33,324	\$481,506	\$448,182
Drug Offenses	12	37.08	\$191,776	\$612,002	\$420,226
Public Order	19	27.31	\$268,955	\$294,597	\$25,642
Other	1	3.88	\$8,164	\$31,643	\$23,479
Totals	39	128.29	\$584,329	\$3,466,040	\$2,881,711

ReEntry Phase II
(7/1/03 to 6/30/05)
Savings to Community

Expected Cost of Re-offending	\$3,466,008
Actual Cost of Re-offending	\$584,429
Total Savings To Community	\$2,881,579

Comments

ReEntry Phase II
(7/1/03 to 6/30/05)
Total Savings to State

	Cost per Day	# of Days	
Cost of Incarceration	\$59.00	6,630	\$ 391,170
State Reimbursement	\$35.00	6,630	\$ 232,050
Savings to State	\$24.00	6,630	\$ 169,120
 Cost of Incarceration	 \$59.00	 15,470	 \$ 912,730
State Reimbursement	\$15.00	15,470	\$ 77,350
Savings to State	\$44.00	15,470	\$ 680,680
 Total Savings to State			 \$ 839,800

ReEntry Phase II
(7/1/03 to 6/30/05)
Operational Costs

Actual Cost of Operation (\$250,000 per year)	\$500,000
Value of In-kind Services	\$135,000
Total Cost of Operation	\$635,000

ReEntry Phase II
(7/1/03 to 6/30/05)
Cumulative Savings

Comments

Total Savings to State	\$839,800
Total Savings to Community	\$2,881,711
Total Cost of Operation	\$(635,000)
Total Savings	\$3,086,511

Cost Savings per Offender

ReEntry1	ReEntry2
• Cost Savings = \$2,505,784	Cost Savings = \$3,086,511
• # of Offenders = 209	# of Offenders = 221
• Savings per Offender = \$11,989	Savings per Offender = \$13,966

Summary of Major Findings

The four year Reentry Court project completed by Allen County Community Corrections resulted in several significant findings. The initial Phase I project found that an intensive and comprehensive reentry program had a significant impact on expected re-arrest rates and significant cost benefits. The initial Phase I Reentry Court project not only resulted in a reduction in arrests, but there also appeared to be a harm reduction effect for the reentry intervention. Subjects from the Reentry1 group (and ReEntry2 group) who did re-offend were more likely to commit a crime of a lower intensity or lower cost than was expected. Furthermore, when arrested, subjects in both Reentry Phases received fewer charges than subjects in the comparison conditions received. This finding suggested that when arrested, Re-Entry subjects (ReEntry1 and ReEntry2) were more likely to receive only one charge whereas those subjects in the comparison groups were more likely to receive multiple charges.

Comments

The Phase II Reentry Court project implemented several improvements over the Phase I project: case manager training in motivational interviewing, inclusion of a motivational behavior change program (FOR a Change), and inclusion of offender participation in reintegration planning. These changes resulted in significant increases in cost effectiveness. The Phase I project resulted in a cost benefit of \$2,505,784. However, the Phase II project resulted in a cost savings of \$3,086,511. By calculating the cost savings per offender, the Phase I project resulted in a per offender cost savings of \$11,989 and the Phase II project resulted in a per offender cost savings of \$13,966. Therefore, the Phase II project resulted in a significant cost savings improvement over the two years of the Phase II effort even though the operational costs were the same for both of the two year projects (\$635,000).

The four year Reentry Court project found a high prevalence rate for mental health problems in returning offenders. Many offenders suffered from mood disorders, alcohol and substance abuse problems, and personality disorders. A large percentage of offenders suffered from more than one mental health diagnosis. The observed high prevalence rate for mental health problems reinforced the need for specialized mental health staff and services to meet the needs of returning offenders.

Due to the timing of the current report, the research findings were limited to a 12 month post-release timeframe. Future data analysis will include up to 36 month of re-arrest data, post released from the Department of Correction. Therefore, future data analysis will compare the long-term impact of the Phase I and the Phase II Reentry Court projects to the recidivism rates previously reported by the Bureau of Justice Studies.

Future Directions

The results from the two 2-year projects were very encouraging. Both 2-year projects displayed the significant impact that an intensive comprehensive supervision and intervention model can have on recidivism rates and subsequent reduction in crime costs at the local, community and state level. However, the current project also highlighted several areas to target in future Reentry Court projects.

Both phases of the reentry project highlighted the need to prepare for reentry prior to leaving the Department of Correction. During both 2 year projects, case managers frequently found that many offenders were not prepared for their first weeks or days of their reintegration into the local community. During the second two year project, the research staff increased efforts to reach into the prison system to work with offenders prior to being released to home detention. However, initial efforts met with limited acceptance and success. Future reentry projects should focus on improved integration with the Department of Correction for at least six months prior to offenders being released to the local community or reentry program. There is encouraging joint agency efforts between prison administrators and community correction officials to "bridge" this Reintegration gap. Reentry prisons are opening and focusing on similar social and health issues. Also, there are increased efforts to begin parole-community correction collaborations throughout case management, supervision and programs.

The first 2-year Reentry Court project was implemented from a theoretically eclectic basis. There was no specific theoretical orientation guiding the project design. However, the second two year project was theoretically driven based on the cognitive behavioral theory. This model was the primary theoretical model that guided the various intervention programs. This model was also the basis for the motivational case management approach to working with offenders. The trans-theoretical model of behavior change which included cognitive behavioral theory, stages of change theory, and motivational interviewing as key elements was the guiding force in the development of the *FOR a Change* program and the changes in how case managers worked with offenders. By being more theoretically driven, the second 2-year project was more cohesive in its methodology and reasoning behind many programming decisions that were made.

The positive findings for the cognitive behavioral theory and motivational interviewing strategies indicated the need to further test the theory's utility in controlled reentry programs. Future research efforts should create highly structured and systematic motivational interviewing training programs for case managers and other staff to determine the full potential for these case

Comments

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management techniques.

Housing continues to be a significant concern for returning offenders. In both phases of the reentry project, there were significant difficulties in finding housing options for many offenders. Limitations in housing resulted in some offenders not qualifying for the program, other offenders being forced to live in situations which resulted in a negative outcome, and still other offenders returning to the Department of Correction simply because they could not maintain appropriate housing. During the Phase II project, the reentry team spent significant efforts in attempting to develop housing options for offenders. However, there still is a significant lack of appropriate housing for many returning offenders.

Comments

Both 2-year projects were very successful in implementing a cost-effectiveness assessment model. Both projects were able to determine the relative cost benefits for the interventions, efforts, and money spent during each 2-year project. The two projects significantly advanced the knowledge within the reentry research field because these projects went beyond simply reporting recidivism rates. These projects represented a significant improvement to the empirical data available for policymakers and government officials. The cost effectiveness evaluation methods used in these two projects served as an example of how other reentry initiatives can be evaluated and compared from one county to another. Therefore, a logical next step is for future researchers to collect recidivism and cost data from multiple reentry project sites. But using a cost benefit analysis methodology, all of the reentry initiatives could be compared to determine their relative cost-benefits to the local and state level. In this manner, policymakers would be given a very effective tool and very useful information to determine which types of reentry initiatives are most effective and to guide future funding.

The Phase I project included the Emotions Management treatment program. During Phase I, this treatment program addressed the aggression and anger management intervention needs for all offenders. However, in Phase II, the anger management treatment needs were addressed through referral to an outside treatment agency. Unfortunately, during Phase II, the ACCC staff found that an outside agency did not offer the required accountability needed for Reentry Court participants. Therefore, in the future, aggression and anger management treatment will be administered "in house" by ACCC program staff.

The four year Reentry Court project was very aggressive in implementing only those treatment programs that were evidenced based and had significant empirical support. Comprehensive assessments aided in selection of appropriate treatment programs and services to maximize an offender's responsiveness to treatment. The FOR a Change program further improved treatment response by matching offender to treatment program based on their readiness for behavior change in that specific problem area. However, no research has developed a coherent or empirically driven process to match offender to case manager. Given the close working relationship between offenders and case managers, more empirical knowledge is needed on how case manager traits/behaviors impact offender responsiveness to change. That line of research would develop a process for matching offenders to their ideal case manager, subsequently improving their opportunity for successful reintegration to their community.

Comments

During the Phase II Reentry Court project, a specialized Mental Health Diversion Court was initiated in Allen County, Indiana. The Mental Health Diversion Court project was addressing the needs of the significantly mentally ill offender at the local community level instead of transferring them to Department of Correction. The goal was to offer better mental health services and thus reduce recidivism for the mentally ill offenders. There was no direct overlap between the Mental Health Diversion Court and the Reentry Court. However, the combination of having these two Courts in the same county demonstrate the beginning of coordinated efforts to aggressively and empirically meet the entire continuum of care for criminal offenders in the United States.

Sustainability continues to be a key factor for any new program. Sustainability is significantly affected by the cost benefit of a program, the perceived acceptability of the program, and political influences within the local community. The current efforts did not specifically assess methods for improving sustainability of the reentry initiative in Allen County, Indiana. Future research efforts should include a sustainability component to determine the best methods for influencing local and state policy while improving the acceptability of the reentry program to the community.

Overall, the two 2-year projects were very successful interagency efforts directed at addressing the very complex problem of offender recidivism. The projects required interagency cooperation, long-term commitment by judiciary, policymakers, and other correction staff, and a strong dedication and focus on the needs of the community. The project conducted several cross agency trainings to ensure interagency cooperation and understanding of the evidence-based programs implemented in the Reentry Court project. Based on the success of this interagency cooperation and training, future Reentry Court efforts should look at formalization of this training. Formalized training can lead to an empirically driven Reentry Court certification program, like the effort initiated

by the Indiana Judicial Center to certifying Reentry Courts.

The current four year Reentry Court effort resulted in significant improvements in the empirical knowledge of how to affect offender reintegration into the community. However, both projects indicated that there was still room for improvement. Recidivism rates during both projects were double digits within the first twelve months after release from the Department of Corrections. In both projects, the offenders were still under some level of supervision during the first twelve months when they re-offended. Therefore, they were offending while still at a heightened level of supervision and scrutiny. Continued research in the area of offender reentry is essential to improve public safety, reduce victimization, reduce the costs of crime, and most importantly to improve the quality of life and potential for those offenders returning to the community so they may develop a life free of criminal behavior.

Comments

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